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MENLO PARK California

THE GENERAL PLAN 1990





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MENLO PARK California

THE GENERAL PLAN 1990

WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING

307 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118

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OFFICIALS

CITY OF MENLO PARK

CITY COUNCIL

William R. Lawson, Mayor

Ira E. Bonde, Mayor Pro Tem

Michael L. Belangie

James W. Calloway

Donald A. Horstkorta

PLANNING COMMISSION

Robert Crawford, Chairman

Kenneth Cooperrider, Vice-Chairman

George Cleese

Albert A. Hoover

Fielding McDearmon

Joseph Perry

CITY MANAGER

Michael A. Bedwell

DIRECTOR OF PLANNING

Robert L. Ironside



WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING

307 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118 TELEPHONE 415 752-4416

June 14, 1965

Menlo Park City Council
Menlo Park Planning Commission
City Hall
Menlo Park, California

Gentlemen:

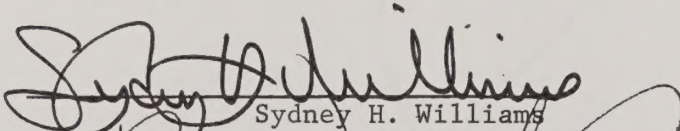
Pursuant to our contract with the State of California, we are pleased to submit the General Plan for the City of Menlo Park.

After a decade of very rapid expansion, Menlo Park is now in a period of modest growth and consolidation. The General Plan is designed to guide Menlo Park in its development, so that, in the future, it will be a more unified and finer community.

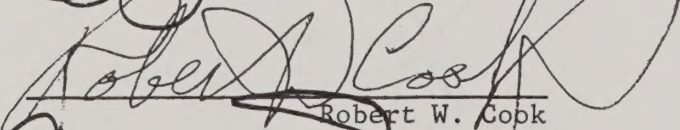
The General Plan must now be adopted by the Menlo Park Planning Commission and the City Council. Adoption of the General Plan is not the end of Menlo Park's planning program. The completion of important capital improvements, and establishment of new and modern subdivisions and zoning regulations are other steps necessary to carry out the policies expressed by the General Plan.

Many citizens of Menlo Park have been of assistance to us in the preparation of the Plan. We wish to acknowledge the guidance given us by the Menlo Park Citizens' Planning Advisory Committee and to thank the Planning Commission and the City Council, who reviewed all elements of the Plan during its preparation. We wish also to thank the City Manager and the Planning Director and all other individuals who assisted us throughout the program.

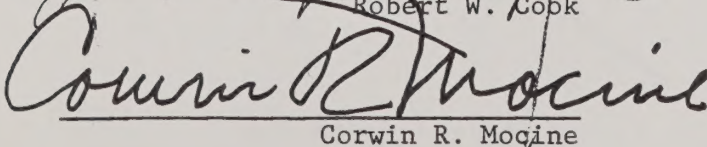
Sincerely,



Sydney H. Williams



Robert W. Cook

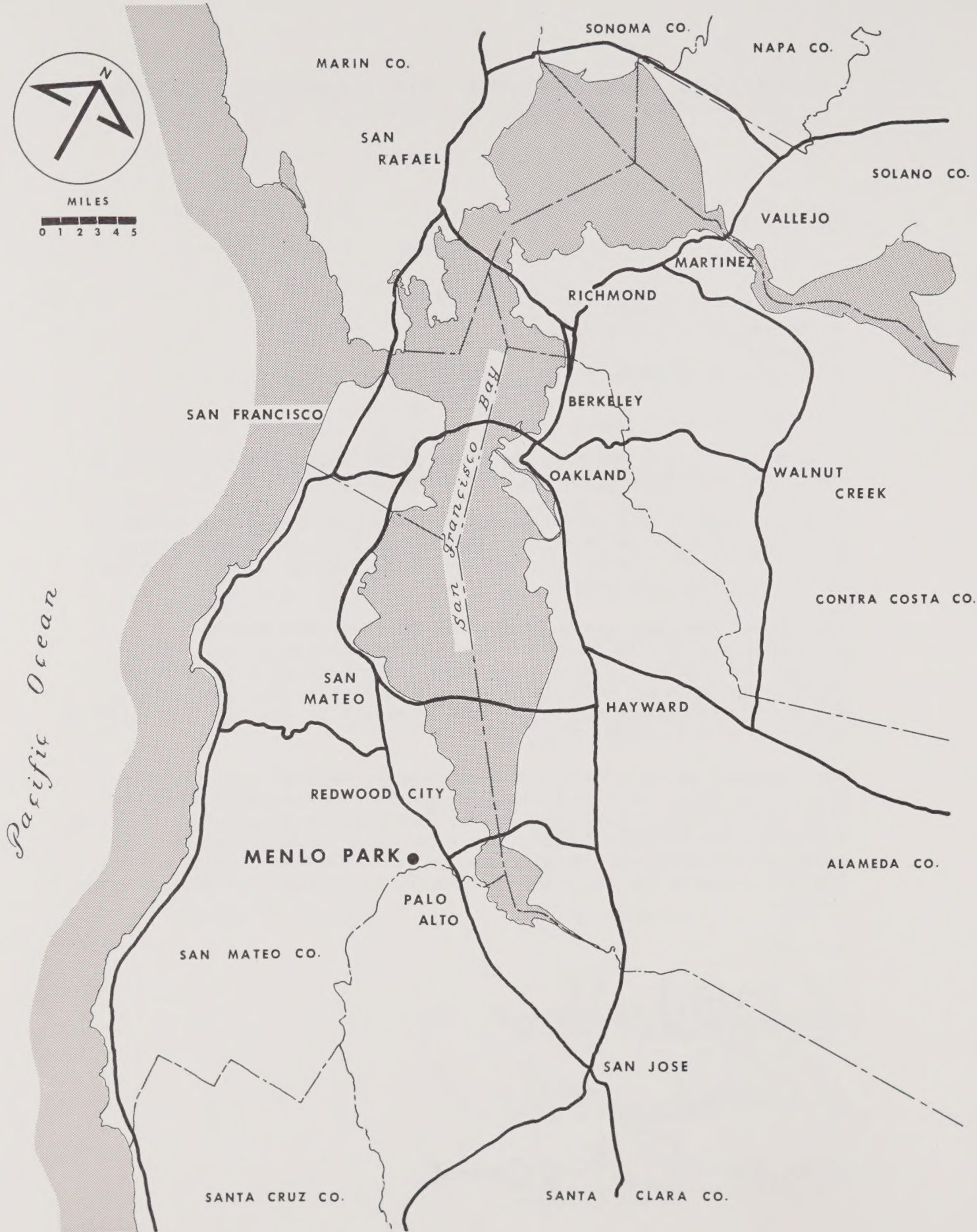


Corwin R. Mocine



MILES

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MENLO PARK REGIONAL SETTING

SUMMARY OF MAJOR RECOMMENDATIONS

Residential. The Plan shows the major part of the Planning Area in low density residential development. Medium and high density areas are expanded close to the downtown.

Commercial. Expansion of the downtown area is shown consistent with the projected increase in its market. Consolidation and more intensive use of fringe areas of the existing downtown area should occur. While offices are appropriate in the downtown area, they should not monopolize or solidly ring the core and stifle expansion of retail uses. One major new neighborhood center is proposed at Ravenswood and Middlefield Road. Improved access, public parking and general upgrading of existing neighborhood centers is recommended.

Industrial. Expansion is shown bordering the existing industrial areas north of the Bayshore Freeway. Expansion is generally on solid ground and does not intrude into the tidelands.

Professional-Administrative. The major expansion area for this use is along Sand Hill Road where a nucleus of such uses exists, and adjacent to the Stanford Linear Accelerator.

Circulation. Far-reaching improvements are recommended in order that Menlo Park can develop a much needed major street network. The realignment and extension of Willow Road to form a continuous cross-town link and the Burgess Drive-Middle Avenue underpass are the most important. The Ravenswood Avenue underpass, the Glenwood Avenue underpass, and the improvement and extension of University Avenue are major proposals as well. These, and other recommended improvements, would create a major street network which would tend to unify the community by making all areas more readily accessible. In addition, minor residential streets would be freed from the intrusion of unrelated through traffic. In conformance with official City policy, the proposed Willow Freeway is not shown as part of the Plan.

Public Facilities. Based on the projected population of approximately 70,000, the Menlo Park Planning Area will need only one new elementary school site in the foreseeable future. The major recommendations for recreation facilities are for regional parks in the vicinity of the proposed Ladera Dam, at Searsville Lake, and in the tidelands as proposed by San Mateo County. A community center and park are proposed for the Ravenswood Area. New City administrative offices and other improvements for the Civic Center are already scheduled by the City.

Tidelands. For the foreseeable future, need for more intensive development of the tidelands, now primarily used for salt ponds, is not anticipated. The salt ponds should remain until a need for other use is clearly demonstrated and until a Bay Area Study of all aspects of tideland fill is completed.

MENLO PARK TODAY

HISTORY

In 1851, two Irish immigrants, Dennis Oliver and D. C. McGlyn, acquired 1,700 acres at the southern end of the Rancho de las Pulgas, an early Spanish land grant once held by Governor Arguello and his heirs. Just south of the present intersection of Santa Cruz Avenue and El Camino Real, they erected a gate with a wooden arch bearing the name of "Menlo Park" in memory of their birthplace, Menlough County, Galway, Ireland.

Although the land venture blew up for the immigrants, the village they envisioned gradually came into being, spurred on by the opening of the San Francisco and San Jose Railroad in the early 1860's. In 1863, a station was opened in Menlo Park and real settlement began. With San Francisco now only an 80 minute train ride away, ambitious promoters carved some 800 acres into 5 and 10-acre "villa estates" and advertised Menlo Park as an escape from the fog and wind of the City. Judging from sales, business in "villa estates" was not brisk, and this type of development did not prosper. Instead, all through the 1860's, '70's and '80's, the bonanza kings and other wealthy San Franciscans lavished fortunes on much larger estates spreading from Governor Stanford's Palo Alto Ranch on the south to the holdings of F. D. Atherton on the north. However, by 1870, the village of Menlo Park had more than a dozen commercial establishments--family hotels, general stores, blacksmith shops, stables and so forth--catering to these exiles from Nob Hill.

In March 1874, Menlo Park was incorporated for the first time, taking in all the area east of El Camino Real from the southern line of San Mateo County to Atherton Avenue. It included the abandoned hamlet of Ravenswood on the Bay, where speculators of the early Fifties had laid out streets and lots and had built a long wharf to deep water for the lumber trade. Two years later, the incorporation was abandoned, due possibly to rivalry or disinterest of the wealthy land holders.

The building of Stanford University in the mid-1880's brought increased population to Menlo Park.

In 1890, the village had some twenty-five commercial establishments and was thriving.

After the 1906 earthquake and fire, a new group of middle-class commuters came to the Peninsula to build modest homes and began to change the character of the area. Menlo Park became Camp Fremont during World War I, with as many as 43,000 soldiers being trained and housed. After the war, the trend toward urbanization continued, and, by the close of the Twenties, the large estates no longer dominated the area. On November 15, 1927, Menlo Park was incorporated as a city of the sixth class with a City Council type of government.

As elsewhere in the Bay Area, Menlo Park's growth accelerated after World War II. In 1950, over 600 dwelling units were built in the City. Between 1950 and 1960, the population of the City almost doubled. Today Menlo Park

is a fine residential community with a wide range of living alternatives--from 5,000 square foot lots to acre estates; from single-family homes to garden apartments.

Since the war, new non-residential uses have come to Menlo Park as well. Two steadily growing industrial parks are occupied primarily by research and distributive uses. National attention has been focused on Menlo Park's "garden" administrative district where selected employment centers have been developed in compatibility with residential uses. This non-residential development has enabled Menlo Park to maintain its economic balance while preserving its residential atmosphere.

PHYSICAL SETTING

Menlo Park is located within the physical, social and economic sphere of the San Francisco Bay Area which embraces the overlapping metropolitan complexes of San Francisco-Oakland and San Jose. Menlo Park, at the extreme southern end of San Mateo County is approximately 30 miles from San Francisco and 20 miles from San Jose.

The Menlo Park Planning Area extends from San Francisco Bay to the ridge between Ladera and Portola Valley and from the San Mateo County line to the boundaries of Redwood City and Atherton. The greater part of the Planning Area slopes gently from the foothills of the Coastal Range to the mud-flats bordering San Francisco Bay. South of San Francisquito Creek, from elevations of approximately 200 feet, the hills rise sharply to 600 feet at the ridge which forms the southern boundary of the Planning Area. Beyond this ridge, the ex-urban communities of Woodside and Portola Valley are located in the valleys and on the hillsides of the Coastal Mountain range.

The City of Palo Alto and Stanford University, just across San Francisquito Creek in Santa Clara County, border Menlo Park. These cities together form a sub-regional center for commerce, employment, education and cultural activities. The industrial parks in the Menlo Park-Palo Alto area are centers for research and development and highly technical manufacturing processes.

The climate in Menlo Park is generally mild and equable. The mean annual temperature for the mid-peninsula is 58.5 degrees with a mean low in January of 48.0 and a mean high in July of 67.7 degrees. The mean annual precipitation is 19.4 inches.

ECONOMIC BASE

How People Were Employed - 1960

An analysis of the United States Census of Employment, 1960, shows how the Planning Area compares with the County's and California's urban population. Although there may have been minor shifts since 1960, the general pattern continues today. It indicates the broad economic base of the region and the type of labor force living in the Menlo Park Planning Area. Table 1, Appendix B, tabulates employment by industry and occupation for 1960.

Employment by Industry. The Planning Area is significantly high in public administration, education and other professional jobs. (22.2 per cent of total employment compared with 15.6 per cent for the County and 15.2 per cent for the State.) This reflects the presence of special institutions, such as Stanford University, the Federal Hospital and research organizations which have been attracted to the area.

Manufacturing employment (22.2 per cent) is not significantly lower than the County (22.8 per cent) although both are below the State urban average (25.3 per cent).

Retail trade (12.5 per cent) is the third largest employment category. Although it is lower than the County (14.8 per cent) and the State urban (15.3 per cent), it is a significant employment category in Menlo Park's labor force.

Employment by Occupation. In general, the labor force of the Planning Area is weighted toward the professional, technical and management fields rather than the skilled and semi-skilled categories. 22.4 per cent of the total labor force is employed in professional-technical fields; 21.2 per cent in skilled and semi-skilled work; 5.1 per cent, laborers.

The Planning Area shows a broader range of employment than many mid-peninsula communities, however. In Palo Alto, for instance, over 30 per cent of the employed residents are in the professional and technical fields, 15.1 per cent in skilled and semi-skilled occupations and less than 3 per cent are classified as laborers.

Within the Planning Area, the percentage by category varies. The major part of the service workers and laborers live outside Menlo Park in unincorporated sections of the Planning Area. The percentage of professional and technical workers within the City itself is almost one-quarter of the total labor force.

Location of Employment of Menlo Park Residents. Between 1951, when the Master Plan Survey was made, and 1960, the labor force within Menlo Park more than doubled from 4,879 to 10,300. In 1951, over one-quarter of the labor force (1,359 people) commuted to San Francisco. In 1960, only about one-eighth of the labor force (1,279 people) worked in San Francisco. Both Santa Clara County and San Mateo County employed a higher percentage of the total Menlo Park labor force in 1960 than in 1951.

Employment Within the Planning Area. The Menlo Park Planning Area is an employment center and attracts workers who live elsewhere as well as residents. The City-County Road Survey (San Mateo County) indicated that approximately 12,000 people worked in the Planning Area in 1960. Employment in the area has risen approximately 10 per cent since 1960.

Over one-third of all jobs located within the Planning Area are in public administration and other professional services. Retail and manufacturing jobs each account for approximately 15 per cent of the total jobs.

The central area and the El Camino strip employed almost 3,000 people; of the workers in this area, 1,132 or 38 per cent are in retail trade.

The area between the Southern Pacific tracks and Middlefield Road has approximately 4,800 employees, primarily in professional and administrative jobs.

The Sand Hill Road area, including the linear accelerator, is a growing employment center and will contain some 1,500 employees in the near future.

Income

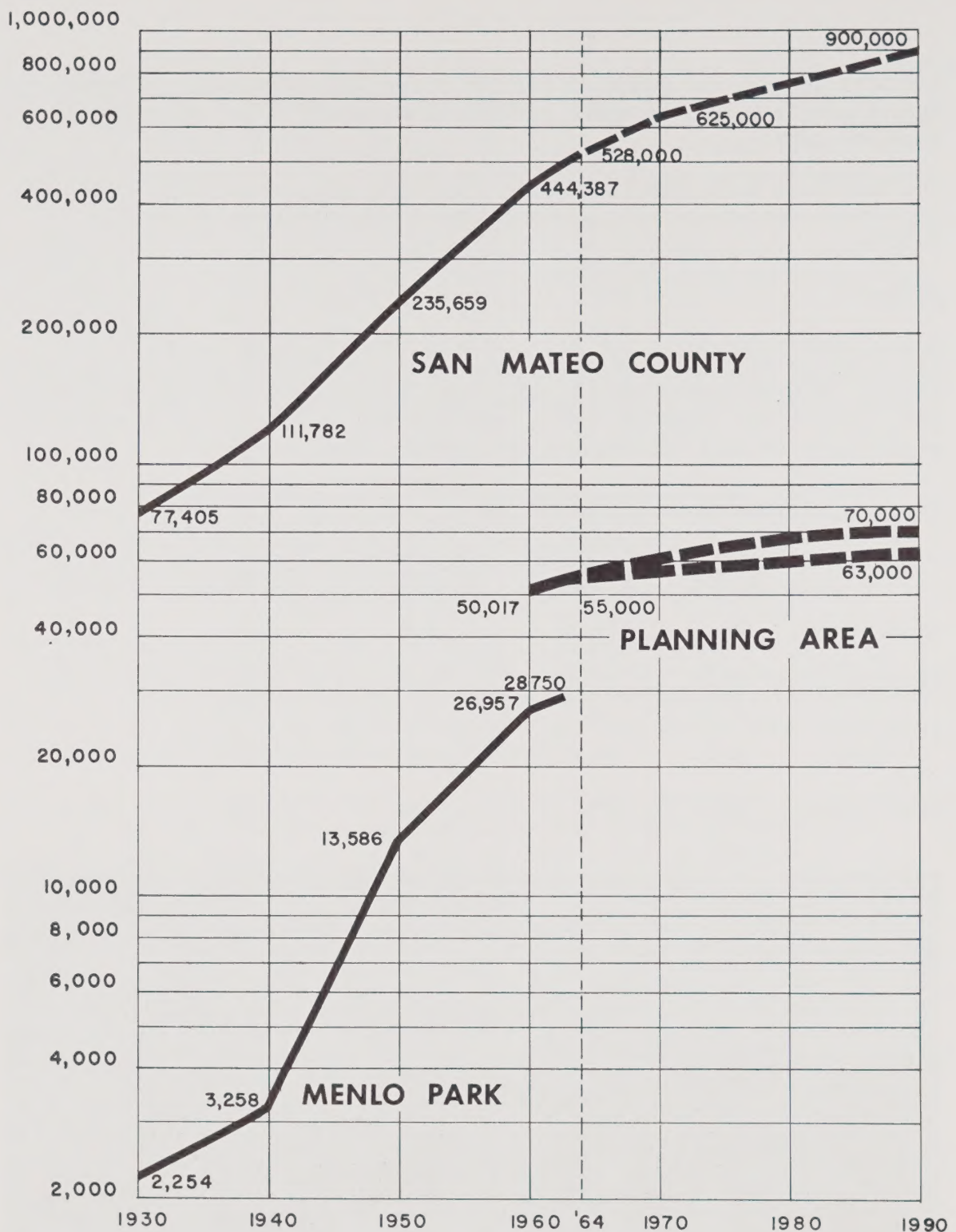
Median family income in the City of Menlo Park in 1959 was \$8,191. This was 19.0 per cent above urban California, and 1.1 per cent above San Mateo County. Comparing the 1959 family income by groups indicates that Menlo Park had a wider range of income than the County with a larger proportion of families in both the highest and lowest income range.

Per Cent of Total Families by Income Group in 1959

	<u>Under \$5,000</u>	<u>\$5,000- \$9,999</u>	<u>\$10,000- \$14,999</u>	<u>\$15,000- \$24,999</u>	<u>Over \$25,000</u>
Menlo Park	24.3	38.7	20.0	12.3	4.7
Planning Area	23.0	43.5	19.1	10.2	4.2
San Mateo County	17.0	50.6	21.6	7.5	3.3
Urban Calif.	28.5	48.7	16.0	4.9	1.9



Interior Patio of Sunset Magazine's new office building.



POPULATION HISTORY & PROJECTIONS

SOURCES : U.S. CENSUS

STATE DEPARTMENT OF FINANCE

SAN MATEO COUNTY PLANNING DEPARTMENT

THE PEOPLE

History and Analysis of Growth

Menlo Park's population increase during the past two decades is a local reflection of the phenomenal growth all over California and in the Bay Area. The graph opposite shows historical growth and projects population to 1990.

Between 1950 and 1960, Menlo Park extended its boundaries to the Bay and into the foothills in the Sharon Heights area. This annexed area added 4,838 people to the City while growth in the old area added 8,550. The total increase in this ten year period almost doubled the population of the City. See page 29 for map showing Planning Districts.

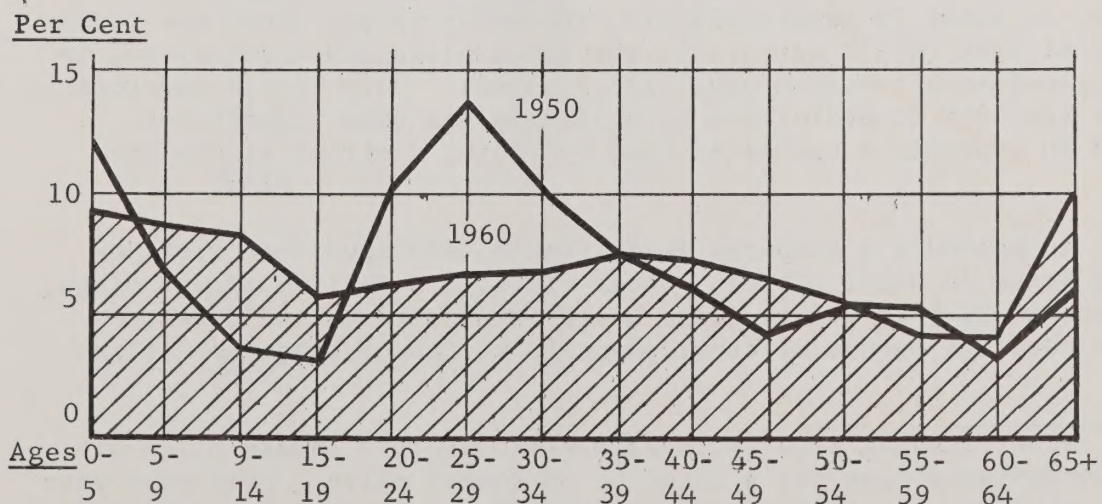
The rate of growth slowed down as easily developable land became scarce and the wartime housing shortage was alleviated. While there were 723 permits issued for new residential dwellings in 1950, there were 333 issued in 1955 and 197 in 1960. Based on residential permits, growth since 1960 ranged from approximately 1 per cent to 3 per cent in 1963 when a substantial increase in the number of new multiple units occurred.

The Planning Area which includes unincorporated area in San Mateo County had approximately 50,000 people in 1960.

Age Composition--1960

During the great spurt of home building in the late 1940's and 1950's, Menlo Park became the home of many young families in the child-bearing age. The graph below, which plots the percentage of the population by age groups, shows a high peak centered on the 25-29 year old group with a correspondingly high percentage of children under 5 years of age in 1950. By 1960, this high peak disappeared and the population was more evenly distributed by age group.

Age Group as Percentage of Total Population - Menlo Park



Source: United States Census - 1960.

Average family size in incorporated Menlo Park was 3.08 in 1950. In 1960, family size in the same area was 2.91 and for the entire incorporated area it was 2.94. In 1960, the Planning Area was also slightly younger than the City itself. Table 2 in Appendix B demonstrates that neither area varied radically in age composition from the State, San Mateo County or other areas used for comparison.

Within the Planning Area, however, the percentage of children varied radically in 1960.

Child Population--Per Cent of Total Population

<u>District</u>	<u>% Under 5 Years</u>	<u>% 5-17 Years</u>
1	12.7	35.0
2	10.8	26.1
3	9.5	30.0
4	6.9	29.1
5	4.7	11.1
6	5.3	15.7
7	8.8	24.7
8	9.7	18.3
9	18.0	28.2
10	13.2	25.7
11	15.7	30.2
12	17.0	33.7

Source: United States Census--1960.

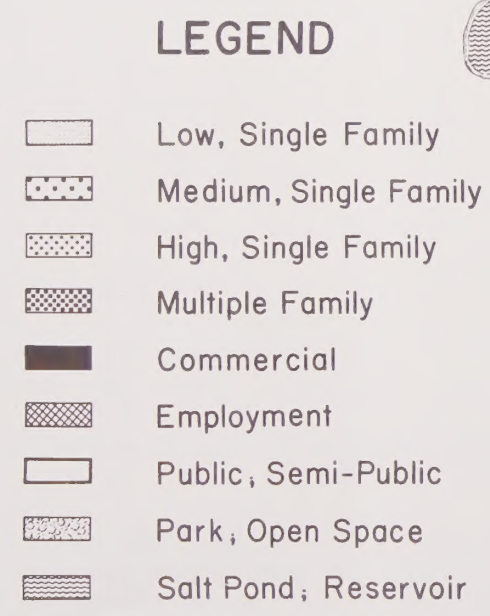
LAND USE

Existing Relationships and Analysis

In 1964, the City of Menlo Park conducted a land use survey as part of the General Plan program. The area outside the City was mapped in a generalized form. All the area within the City was mapped and tabulated in detail. The total area of the City, including a portion of the Bay, is about 19 square miles.* The major vacant areas are in the industrial area (338.2 acres), in the flood plain (79.4 acres) and in the single-family suburban area (138.9 acres). Very little developable land in the City of Menlo Park is available for other urban uses. Table 3 in Appendix B tabulates land by zoning district within the City.

Table 4 in Appendix B compares Menlo Park's developed area with developed areas in other cities. Chula Vista, a satellite of San Diego, and Pleasant Hill in Contra Costa County are shown to indicate the various possible ranges of development in cities of comparable size.

* The total Planning Area includes approximately 9 square miles of unincorporated area for a total of 28 square miles. Land uses were not tabulated for this unincorporated area. Housing statistics for 1960, however, are given.



August, 1964

1000' 0 1000' 3000' 4000' 5000'

Chula Vista, part of a heavy industrial complex, contains proportionally more industrial development and less commercial development than Menlo Park.

Pleasant Hill, on the other hand, is primarily a bedroom community and is proportionally low in both industry and commercial uses. Menlo Park appears to have reached a desirable balance among the possible uses of land.

Residential Land Use and Housing Characteristics

There are 1,406 acres of residentially used land within the City of Menlo Park. Single-family homes occupy 86.3 per cent, duplexes 2.3 per cent and multi-family units 11.4 per cent.

In 1960, the Menlo Park Planning Area had 15,759 dwelling units. Of these, 297 were University housing in Stanford Village (war surplus buildings), and 20 were part of the Veterans' Hospital.

The City itself had 8,786 dwelling units in 1960 and an estimated 9,800 in 1964. In 1960, 63.7 per cent of all dwellings within the City were single-family units. Since 1960, three-fourths of all residential permits have been for multiple family units and the percentage of single-family units has dropped to approximately 60 per cent. Other housing characteristics given below indicate the relatively high quality of Menlo Park and San Mateo County housing.

Housing Characteristics--1960

	<u>Menlo ¹/ Park</u>	<u>Menlo Park ¹/ Planning Area</u>	<u>San Mateo County</u>	<u>Urban California</u>
% Vacant	3.6	3.8	4.6	6.6
% Sound	96.6	96.1	96.1	91.1
% Owner-Occupied of Total Occupied Units	60.6	65.3	72.4	57.8
Median Value Owner Occupied	\$20,000	<u>2</u> /	\$18,000	\$15,300
Median Gross Rent	\$ 115	<u>2</u> /	\$ 107	\$ 70

Source: United States Census of Housing--1960.

1/ Stanford Village (297 units) and the Veterans' Hospital (20 units) have been deducted from these calculations. Stanford Village, classified as deteriorated, would tend to distort the true picture.

2/ Information not available.

From the figures above, it can be seen that housing in Menlo Park and in the Planning Area is generally of high value and in good condition. Conditions of housing in 1960 varied considerably throughout the Planning Area, however, with median value by Census Tract ranging from \$12,500 to \$34,000. One area, southwest of El Camino Real, between Middle Avenue and the county line, was less than 70 per cent sound, well below the City average.

Commercial Development

Existing Areas. The Existing Land Use Survey, Table 4, Appendix B, indicates that the City of Menlo Park has a relatively high level of commercial development compared with other cities of comparable size. Additional commercial development is scattered throughout the unincorporated portion of the Planning Area. Within the City, the 214.5 acres of commercial land were used as follows:

46.9 acres	Retail
131.1 acres	Offices
10.6 acres	Service Stations
1.8 acres	Hotels-Motels
24.1 acres	General Commercial

Trends Since 1960. Trends in commercial activity can be observed by examining the taxable transactions made in the City and comparing them with past years. Table 5, Appendix B, shows taxable transactions in the City and in San Mateo County for the years 1960 through 1964. In the City, taxable transactions increased from \$26,720,000 to \$47,516,000 for an over-all increase of 77.8 per cent in this 5-year period. From 1960 to 1962, Menlo Park accounted for approximately 4 per cent of the County's taxable transactions. Since 1963, however, the City has expanded its sales faster than the County, up to 5.5 per cent in 1964. The most dramatic increase (69.2 per cent in 1963) was in the manufacturing group, which includes the taxable transactions made by manufacturers, wholesalers, contractors and miscellaneous outlets. Menlo Park derived a substantial benefit from this segment of its commercial activity in 1963 and 1965.

The Trade Area. Menlo Park is part of the mid-peninsula trade and market area. Within this mid-peninsula area, there are no clearly definable sub-market areas, but rather, there are several overlapping and constantly shifting areas. Stanford Shopping Center is the regional shopping center. Menlo Park's downtown area is a community shopping center, offering a wide range of shopper goods and services. Downtown Palo Alto, Town and Country Shopping Center and downtown Redwood City are at the same general level of commercial development although there is variation in goods and services offered in each one.

Projection of Sales for Menlo Park. The table below estimates a range of possible future sales of between 35 and 40 million dollars for the entire City, based on projected population and existing sales relationships. The market area figures include population and sales for Redwood City, Atherton, Woodside, Portola Valley, Menlo Park, and Palo Alto.

City-Wide Retail Sales Related to Population

	<u>Menlo Park</u>	<u>Planning Area</u>	<u>Market Area</u>	<u>Share of Market Area</u> <u>Menlo Park</u> <u>Planning Area</u>
1963				
Population	28,750 ^{1/}	53,000 ^{2/}	170,000 ^{2/}	31.2%
Taxable Retail Sales ^{3/}	\$27,151,000		\$210,094,000	12.9%
Per Capita Retail Sales		\$512.28	\$1,235.85	

1990				
Population		70,000	250,000 ^{2/}	28.0%
Projected Sales at 1963 Per Capita	\$35,860,000		\$308,962,500	11.6%
Projected Sales at 12.9 % of Market Area	\$39,856,000			12.9%

The Downtown Area. The Menlo Park Downtown Area, as defined on the map following, includes approximately 25 acres of streets and a net land area of approximately 60 acres. In October, 1964, 37.3 acres were in use for retail business, offices, services, residences and public parking plazas. In addition, about 3 or 4 acres were devoted to private customer parking.

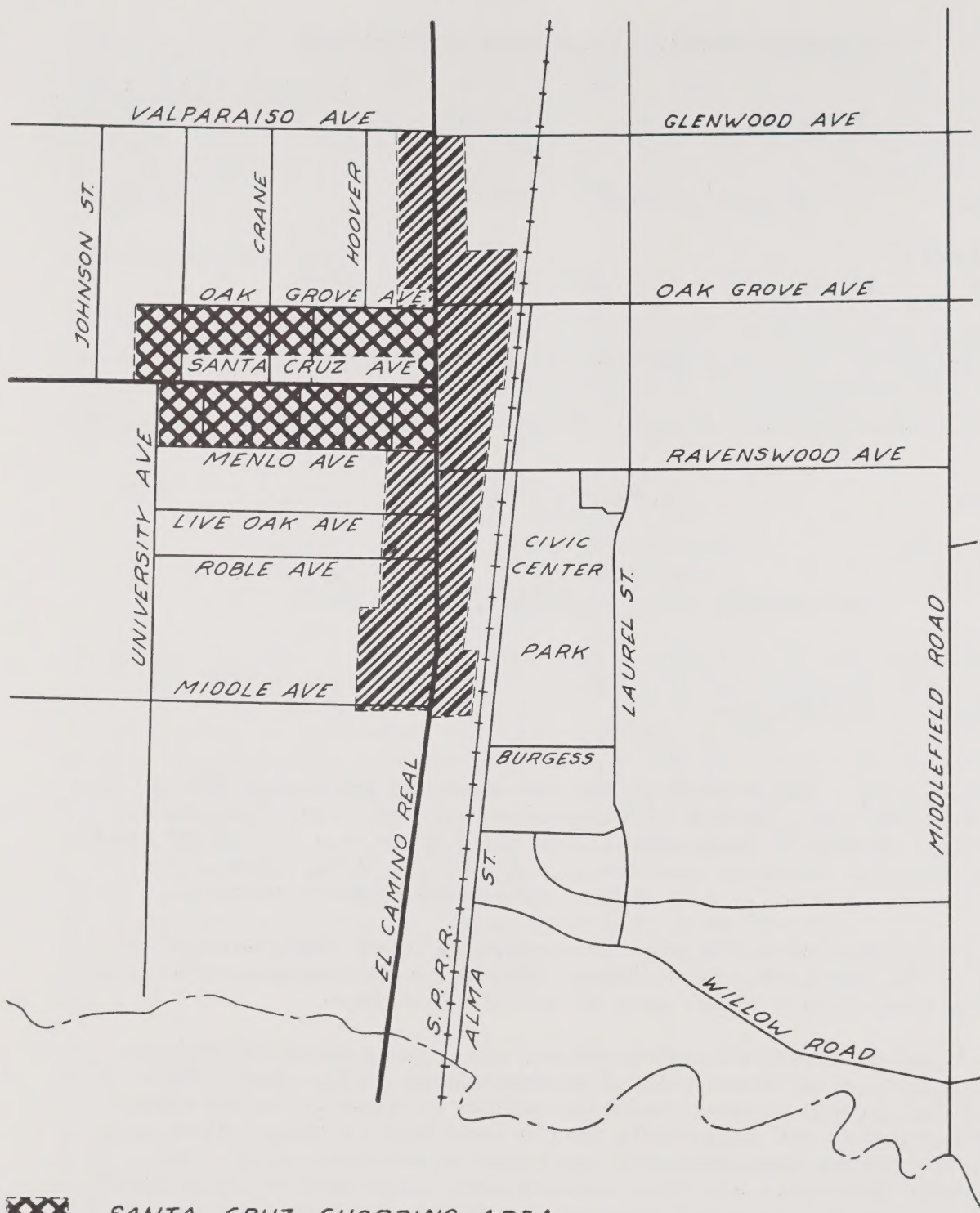
The Santa Cruz Avenue Area is more intensely developed, with about 86.5 per cent of the net land area utilized. The El Camino business district utilized between 50 and 55 per cent of its net land area.

In 1964, "General Retail Stores" (apparel, etc.) occupied approximately 268,540 square feet of store area in downtown Menlo Park. These stores accounted for between 12 and 13 million dollars of taxable transactions or approximately 42 per cent of the City's total retail sales. Projections for the future downtown needs are based on the same ratio. The figures below show sales and floor area needed in the downtown area based on 42 per cent of the high and low projections for the City given in the preceding chart. Services and office uses are expected to increase in approximately the same proportion as general retail uses.

^{1/} State Department of Finance.

^{2/} Estimate derived from County Projections and Land Use Survey of Menlo Park.

^{3/} State Board of Equalization.



 SANTA CRUZ SHOPPING AREA
 EL CAMINO SHOPPING AREA

MENLO PARK CENTRAL AREA



1000 500 0 500 1000

Sales and Square Foot Projection
for the Uses in the Central Area-1990

	<u>Taxable Transactions</u>		<u>Exist- ing</u>	<u>Square Feet</u>		<u>Needed 1/</u>	
	<u>Low</u>	<u>High</u>		<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
General Retail	\$15,061,200	\$16,739,520	268,540	58,877	95,363	327,417	363,903
% Increase Over 1964	24.4%	38.2%		24.4%	38.2%		
General Offices			139,900	34,135	53,422	174,035	193,342
Banks, Title Co., Real Estate			59,400	14,494	22,691	73,894	82,091
Repair, Hand Trades & Services			167,400	40,846	63,947	208,246	231,347
TOTAL			635,240	148,352	235,443	783,592	870,683

Professional-Administrative Areas

Menlo Park's "garden" professional-administrative development has received recognition throughout the nation as an outstandingly successful project. Linfield Oaks, with its 2-acre minimum lot size, attracted outstanding firms and exhibited unusually good architectural design. A survey by the Citizens' Committee indicates that the majority of firms in this area were attracted because of the rigid restrictions and felt in no way inhibited or unduly restricted. The two large professional office areas employed almost 4,000 people in 1960. ^{2/} Employment has risen considerably since that time as it has in the Sand Hill Road office area. The largest employer in the City is Stanford Research Institute with over 2,000 employees. The percentage of Menlo Park residents employed in the entire professional-administrative area is not known; however, it is approximately 5 per cent in All State Insurance, 17 per cent in Shell Data Center and 35 per cent at Sunset Magazine. Employment per acre in Stanford Research is approximately 38; in the USGS western office approximately 60; and in Shell Data, approximately 35.

A total of 217 acres has been designated for these uses within the City. One hundred and fifty-six acres (72 per cent) of the area is developed with 117 acres of offices and 39 acres of other uses. Sixty-one acres remain to be developed. The City's chief problem in the professional-administrative areas is the high volume of traffic generated at peak

^{1/} Computed at sales per square foot of \$46, estimated average for 1964.

^{2/} Source: City-County Road Survey.

hours by the concentrations of employees. Serious congestion has resulted. The uses have proved to be compatible with the general residential character of the surrounding area.

Industrial Areas

Menlo Park's industrial areas are north of the Bayshore Freeway close to the flood plain of the Bay. Area designated for industrial uses totals 469 acres. Approximately 119 acres are developed in industrial uses, with 338 acres vacant and approximately 12 acres in other types of use. The firms located in the industrial area are generally distributive although some manufacturing is done as well.

Total employment in Census Tracts 83 and 86, which encompass all the industrial area of Menlo Park, was approximately 2,400* in 1960. Employment in this area has risen considerably since then, however. Two industrial parks have been rapidly and successfully developing. Kavanaugh Industrial Park, primarily warehousing and distributive uses, has developed approximately 1/3 of its 100 acres. Bohannon Industrial Park (approximately 205 acres) contains a preponderance of manufacturing concerns and is approximately 40 per cent developed. Hiller Aircraft, the other large employment center north of the Bayshore, has an average of 1,100 employees at a density of 177 per acre. Average employment density of the developed industrial area is between 20 to 25 employees per acre.



One of the pharmaceutical plants located in Menlo Park.

* Source: City-County Road Survey, San Mateo County, 1962.

PUBLIC FACILITIES

Public Schools

In 1960, there were 12,073 school children between the ages of 5 and 17 within the Planning Area. This was equal to 24.1 per cent of the total population.

Elementary Schools. The Menlo Park Planning Area is served by four elementary school districts: 1/ Menlo Park, Ravenswood, Las Lomitas, and Portola Valley. It appears almost certain that future unification will combine at least three of these districts. This would allow for more efficient attendance areas and operation. All four districts have good facilities at the present time. Ravenswood has approved a new school which will open in the fall of 1965 and complete the needed facilities in that area. Las Lomitas will construct a K-6 school in Sharon Heights on its Avy-Altschul site. When residential expansion occurs beyond Sharon Heights, another K-6 school will be needed. No new schools are anticipated within the Menlo Park District or within that portion of the Portola Valley District which falls within the Planning Area.

High Schools. The entire Planning Area lies within the Sequoia Union High School District. It is served by three high schools: Menlo-Atherton, Ravenswood, and Woodside. Part of the enrollment at Menlo-Atherton and Woodside comes from outside the Planning Area while Ravenswood is exclusively attended by students living in the Planning Area.

The Sequoia Union High School District administration projects a decrease in enrollment in the Menlo-Atherton and Ravenswood Schools over the next two years and an increase at Woodside. It is intended to channel this increase to a new school on Sand Hill Road where a site has been acquired. A bond election, held in the spring of 1965 to obtain funds for construction, was defeated. It is not known, at this time, how construction will be financed.

Recreation

Existing Facilities. Three recreational jurisdictions operate within the Planning Area: Menlo Park Recreation Department, the Ravenswood Recreation District and the County Recreation Department.

The Menlo Park Recreation Department will own approximately 55 acres 2/ of park and recreation land after acquisition is complete at Sharon Park. In addition, it cooperates to a high degree with the elementary school districts to provide neighborhood and community play facilities and programs. The City Department has installed turf areas, tennis courts, and tot equipment on school sites and shares the maintenance of the areas with the school districts. The development of approximately 5 acres of school site adjacent to Willow Oaks Park is an outstanding example of

1/ In addition, Bohannon Industrial Park and a small residential area are in Redwood City School District.

2/ This does not include the Civic Center Area, administered by the Park and Recreation Department.

this cooperation. This additional space makes it possible to have a functioning neighborhood playfield which would not be possible on the limited 2.58-acre park site. Joint development and use of facilities has been most successful and economical in Menlo Park and will be continued for the foreseeable future.

The Ravenswood Recreation District serves about 18,000 people. The District owns the 4-acre Farrell Park in University Village and a 0.3-acre site containing a gymnasium, social recreation building, swimming pool and Brashear Hall, a small meeting hall. Ravenswood District, like Menlo Park, has a successful program of school district cooperation. It has installed turfed areas, backstops and a limited barbecue and picnic area, and it administers supervised programs on school sites.

The 21-acre Flood Park, which is primarily a regional facility, is operated by the County. An estimated one million people per year use this facility for family and group picnicking, baseball league games, the County swimming program, and Menlo--Atherton High School sports events. The adjacent James Flood School also uses some of the Park facilities. It also serves, in a limited way, as a community playfield. No organized programs are carried out by the County at Flood Park, however.

The County, under the Open Space Act, has made application for funds to purchase approximately 200 acres of Bay front lands, in the vicinity of Marsh Road on the northeast edge of the Planning Area, for a refuse disposal site. The eventual use, when filled, will be recreation. This would be a regional facility, including an 18-hole golf course and possibly a yacht harbor. There is a definite need for a public golf course in the Menlo Park area. The time when this site will be ready for use is, however, still some years away.

Total recreation in the Planning Area, not including regional facilities or school sites, is approximately 60 acres. Of this, 46 acres can be classified as neighborhood parks or playfields, and 14 acres as community recreation area. The 15,000 square foot recreation center 1/ in Menlo Park can be classified as a community center.

Standards cited below are from the 1951 General Plan and the Guide for Planning Recreation Parks in California. Although there is a wide variation in the acreage recommended by the two sets of standards, the Menlo Park Planning Area falls short of both.

Facilities and Area Needed for the Present Planning Area
(50,000 People)

	<u>1951 General Plan Standards</u>		<u>California Guide Standards <u>2/</u></u>	
Neighborhood Park	60 acres	12-13 parks	110 acres	17 parks
Community Park	30 acres	2 parks	40 acres	2 parks
Community Center Bldg.	20,000 sq.ft.	2 buildings	37,000 sq.ft.	2 buildings

1/ 14,800 square feet of outdoor patios for recreation use are provided in addition to the building itself.

2/ The minimum requirements, using largest recommended service area and utilizing adjacent sites, are used.

Other Public Facilities

The Civic Center. The City is fortunate to own an ample Civic Center site in a central location. The chief problem is one of access to the area from downtown and from other parts of the City. The City has computed future space needs for its administrative offices and plans are now in an early stage of preparation for a new City Hall and Council Chambers to replace the existing offices and meeting rooms. A library addition and a civic auditorium are planned for the Civic Center as well. Permanent structures include a police station and a library. Administrative offices, meeting rooms for the Council and corporation yard and offices are accommodated in temporary army hospital buildings constructed during World War II. The corporation yard will be moved eventually to a new location. Even with the old temporary structures now in use, the Civic Center and Burgess Park adjacent to it have a fine park-like atmosphere derived from the extensive lawn areas and large oak trees. The landscaping around the two permanent structures and in Burgess Park is excellent and sets a precedent for future development.

The Menlo Park Fire Protection District covers all of Menlo Park, East Palo Alto and additional area in Atherton and in the County. It maintains 6 firestations which give full protection to all the developed area within the district. A new station will be needed to give protection to the southwestern area when intensive development occurs there. Ladera is in the Woodside Fire Protection District at the present time. In the future, this area might be more efficiently served by the Menlo Park Fire Protection District.



Menlo Park Library located in the Civic Center.

TRAFFIC AND CIRCULATION*

Existing Conditions

The Southern Pacific Railroad, closely paralleled by El Camino Real, bisects the City. The northerly half of the City is again cut by Bayshore Freeway.

Including traffic generated by the City itself, about 125,000 vehicles pass through Menlo Park each day enroute to and from San Francisco, central and northern San Mateo County and Santa Clara County. According to the 1963 California State Traffic Census, Bayshore Freeway carries about 78,000 vehicles and El Camino Real carries about 30,800 vehicles per day to, from, and through Menlo Park. San Mateo County traffic counts indicate that Alameda de Las Pulgas carries about 9,000 vehicles per day.

Specific Problems

Menlo Park was originally developed as a residential town, with most residents finding employment in San Francisco, Redwood City, Palo Alto and Stanford. The street system was laid out to provide access to the business district, centered along Santa Cruz Avenue and El Camino Real, and to the railroad station.

Recent professional and industrial developments have not only increased local employment and in turn increased the daily work trip traffic volumes, but have also changed traffic patterns and pointed up important inadequacies in the existing street system. The changes in land use, the continuing residential development and the increasing usage of automobiles have resulted in severe congestion at several locations.

Congestion is most severe where traffic must cross heavily traveled El Camino Real and the railroad. Glenwood Avenue, Oak Grove Avenue and Ravenswood Avenue are the only streets that cross the railroad and all three streets cross at grade. Ravenswood Avenue and Oak Grove Avenue are blocked by trains stopped for loading and unloading as well as by moving trains. Ravenswood Avenue is the most direct crossing for more than half of the City traffic desiring to cross the railroad and is heavily congested. It funnels traffic into the most congested portion of El Camino Real, which is solidly lined with commercial establishments on both sides. Traffic and parking lanes on El Camino Real are substandard in width. The median separator is substandard, and no provision has been made for separate lanes for left-turning traffic.

El Camino Real and the downtown portion of Santa Cruz Avenue double in function as through streets and commercial streets. This double duty is never desirable and contributes to dissatisfaction for all users of the streets.

* Summary of report by George S. Nolte Consulting Civil Engineers, Inc.

State and County Proposals

The new Junipero Serra Freeway will pass by the southwesterly edge of Menlo Park. This freeway, which connects San Francisco and San Jose, is scheduled to be built within the next five years. Junipero Serra Freeway interchanges are planned at Alpine Road, Sand Hill Road and Woodside Road. A bayfront freeway, which would pass through the eastern section of the Menlo Park tidelands, is planned for construction sometime after 1980.

The Willow Freeway is proposed as a part of State Route 84 which connects Route 1 at San Gregorio to Sacramento. It would replace the existing route from Sky Londa to the Bayshore Freeway which is on La Honda Road and Woodside Road. The State has adopted the new route from Junipero Serra Freeway to the Dumbarton Bridge. It would be one of the Junipero Serra to Bayshore Freeway connections, spaced at approximately 9-mile intervals down the peninsula. The adopted route location is acceptable to San Mateo County, to Santa Clara County, to Palo Alto and to Stanford University. It is not acceptable to Menlo Park--particularly in its present form. The Council believes that the freeway would not be of value in solving the City's local traffic problems.

The general route was officially made a part of the State Highway System in 1959; however, the City is, at the present time, taking steps through the legislature to have it deleted from the System. Once a freeway route has been adopted, the State may start acquiring right-of-way and generally buys properties offered for sale or considered as hardship cases. It is the stated policy of the State Highway Department not to build a freeway through an incorporated area over local objections. It is also true that the State continues to press for agreement on adopted routes, though construction may be delayed by local opposition. There is always a possibility of a reversal of feeling and action on the part of the local citizens and local government.

A system of arterial streets has been proposed to provide access to the freeways and to neighboring communities in the City-County Highway Plan for San Mateo County. This arterial system comprises improvements to Alameda de Las Pulgas, Santa Cruz Avenue, Valparaiso Avenue, Ravenswood Avenue, Glenwood Avenue, Alma Street, Middlefield Road, Willow Road, Marsh Road, Alpine Road, and a new system of roads in the bayfront area.

The Southern Pacific Company now provides the equivalent of rapid transit service from Menlo Park to San Francisco, San Jose, and to intermediate points. Commuter service by bus is also available. The recently created West Bay Rapid Transit District, which includes all of San Mateo County, is now at an organizational stage. It will make studies of all possible methods of mass transit and make recommendations to put before the electorate by 1969.

THE GENERAL PLAN

Menlo Park today is in a more stable position than many California cities. Having gone through very rapid growth during the decade of the 1950's, it now anticipates only modest growth during the coming years. With the exceptions of the Stanford lands to the southwest of the City and the flood plain bordering the Bay to the north and west, the existing City and most of the surrounding unincorporated area are almost completely developed. The City can now concentrate on improving and refining the various elements of its environment and on eliminating existing problems. The present General Plan is, therefore, oriented primarily to improving the relationships among land uses and improving thoroughfares and public facilities, rather than planning for a vast growth in population and new development. A new phase of planning is opening for the City.

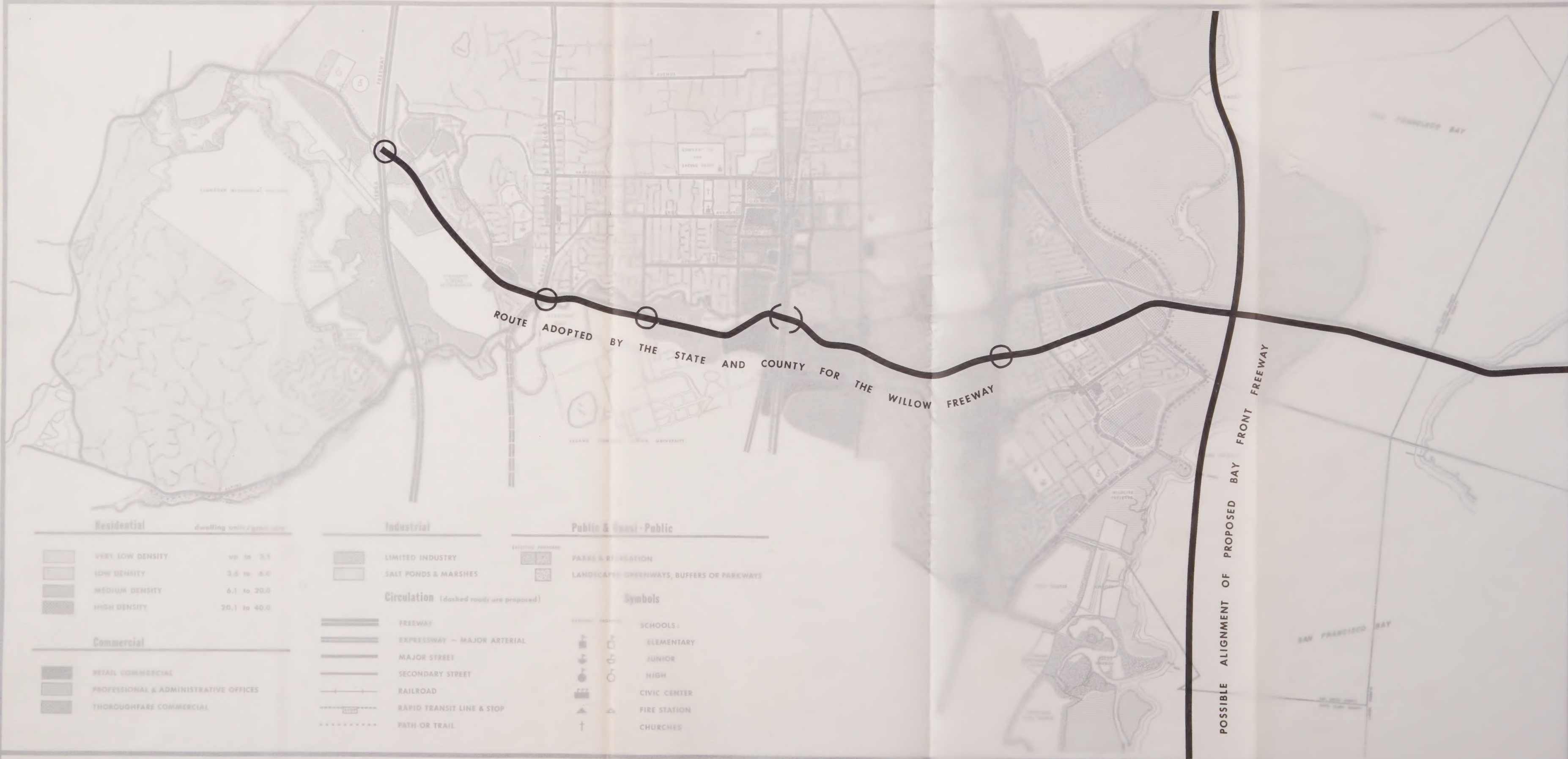
The Plan is advisory and not mandatory. However, its policies for land use, population density and public facilities are meant to be put into effect by ordinances and official acts.

OBJECTIVES OF THE PLAN

City planning begins with general policy statements which can be translated into plans and programs. To be useful, these general policies or objectives must resolve real conflicts between the many alternative directions a city might choose for its future. A valid and useful policy statement, then, must represent the conviction of a broad base of citizens of the city. For this reason, the City Council appointed a committee to participate in the planning program. The Menlo Park Citizens' Committee was composed of 95 members who spent 10 months reviewing the past, analyzing the present and considering the City's future.

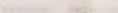
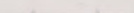
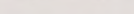
The following objectives are summarized from the Citizens' Committee reports which are found in Appendix A of this report.

- . Consolidate the City by including all unincorporated lands to the south and west. If feasible, incorporate East Palo Alto.
- . Preserve the essential character of Menlo Park--generous open space, attractive and varied housing, and the over-all orientation toward single-family homes.
- . Retain the single-family character by protecting existing single-family areas and expanding multi-family areas only when need is proven. If there is a need for high-rise apartment construction, it should be permitted only in carefully selected areas where large open spaces could be provided on the sites and where there would be no detrimental effects on single-family areas.
- . Reserve the eastern Bay lands for recreation and prohibit filling of Bay or marsh land until a comprehensive plan for all tidelands in the Bay Area is approved.



ROUTE ADOPTED BY THE STATE AND COUNTY FOR THE WILLOW FREEWAY

POSSIBLE ALIGNMENT OF PROPOSED BAY FRONT FREEWAY

Residential		Industrial		Public & Quasi-Public			
dwelling units/acre							
	VERY LOW DENSITY	up to 3.5		LIMITED INDUSTRY		PARKS & RECREATION	
	LOW DENSITY	3.6 to 6.0		SALT PONDS & MARSHES		LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS	
	MEDIUM DENSITY	6.1 to 20.0	Circulation (dashed roads are proposed)			Symbols	
	HIGH DENSITY	20.1 to 40.0		FREEWAY			
Commercial			EXPRESSWAY — MAJOR ARTERIAL		MAJOR STREET		ELEMENTARY
	RETAIL COMMERCIAL		SECONDARY STREET		RAILROAD		JUNIOR
	PROFESSIONAL & ADMINISTRATIVE OFFICES		RAPID TRANSIT LINE & STOP		FIRE STATION		HIGH
	THOROUGHFARE COMMERCIAL		PATH OR TRAIL		CHURCHES		

MENLO PARK - CALIFORNIA

GENERAL PLAN - 1990



Residential

dwelling units/gross acre

[Pattern]	VERY LOW DENSITY	up to 3.5
[Pattern]	LOW DENSITY	3.6 to 6.0
[Pattern]	MEDIUM DENSITY	6.1 to 20.0
[Pattern]	HIGH DENSITY	20.1 to 40.0

Commercial

[Pattern]	RETAIL COMMERCIAL
[Pattern]	PROFESSIONAL & ADMINISTRATIVE OFFICES
[Pattern]	THOROUGHFARE COMMERCIAL

Industrial

[Pattern]	LIMITED INDUSTRY
[Pattern]	SALT PONDS & MARSHES

Circulation (dashed roads are proposed)

[Pattern]	FREEWAY
[Pattern]	EXPRESSWAY - MAJOR ARTERIAL
[Pattern]	MAJOR STREET
[Pattern]	SECONDARY STREET
[Pattern]	RAILROAD
[Pattern]	RAPID TRANSIT LINE & STOP
[Pattern]	PATH OR TRAIL

Public & Quasi - Public

[Pattern]	PARKS & RECREATION
[Pattern]	LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS

Symbols

[Symbol]	SCHOOLS:
[Symbol]	ELEMENTARY
[Symbol]	JUNIOR
[Symbol]	HIGH
[Symbol]	CIVIC CENTER
[Symbol]	FIRE STATION
[Symbol]	CHURCHES

MENLO PARK - CALIFORNIA

GENERAL PLAN - 1990

JUNE 1965

SCALE: 1" = 1000'

PREPARED FOR MENLO PARK
PLANNING COMMISSION BY:
WILLIAMS, COOK & MOCINE
CITY & REGIONAL PLANNING

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN
PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER
THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.



- . Plan compact expansion of the Central Business District, including distinctive design and increased public parking. Parking structures should be constructed if feasible.
- . Plan for the improvement of El Camino Real by restricting strip commercial uses and encouraging more intensive uses--possibly high-rise commercial or office structures. Parkway treatment of the right-of-way should be planned.
- . Develop new neighborhood shopping centers, where needed, and encourage better shopping center planning, including increased parking in existing centers.
- . Expand community facilities, particularly the library, the City Hall, and other facilities in Kelly Park. Land should be acquired for recreation uses as an integral part of development.
- . Expand existing recreation facilities on a five-year plan. Acquire land for recreation uses as an integral part of any plan to develop new residential areas.
- . Subordinate industrial uses to the residential character of Menlo Park. Limit industrial expansion to the vicinity of existing industrial uses and to the industrial park type of development.
- . Encourage professional-administrative uses and employ such uses as "buffers" between residential and commercial areas.
- . Provide a unified circulation system between all areas of the City, including grade separations with the railroad, and a major street network that will remove through traffic from internal residential streets. Provide pedestrian walks and bicycle paths. Improve local access to the Bayshore Freeway and to the Civic Center.
- . Promote a revision of the proposed Willow-Sand Hill Freeway to expressway standards.
- . Encourage the development of a San Jose to San Francisco Rapid Transit system with a station in the Menlo-Atherton area.
- . Plan for new land uses on lands now held by institutions which may be discontinued or changed in the future.

MENLO PARK IN 1990

Population Projections

The graph on page 6 shows the Planning Area's population projected to 1990. The low projection indicates an increase of approximately 26 per cent while the high projection indicates approximately 40 per cent increase. A portion of this increase will be in areas now undeveloped. The high projection assumes that the present trend toward a higher residential density in portions of the Planning Area will continue. The holding capacities of the Residential Planning Districts are based

on the high projection..

Residential Densities

Gross land area and gross residential densities are used for the long-range projections given in the General Plan Report. The gross residential area includes streets, neighborhood facilities such as schools and shopping centers, churches and other incidental semi-public uses. For the long-range General Plan, more precise measurements would be misleading, implying a higher degree of precision than can be predicted.

Gross residential density measurements can be translated approximately into average net residential lot sizes. The following approximate equivalents may be used in interpreting gross densities in the Plan:

<u>Dwelling Units Per Gross Acre</u>	<u>Approximate Average Lot Area Per Dwelling Unit (sq. ft.)</u>	<u>Typical Dwelling Type</u>
3.3	10,000	Single-family home
4.5	6,000	Single-family home
5.0	5,000	Single-family home or garden apt., with exten- sive common open area
10.0	2,500	Garden apt., townhouses, or high-rise apt. on large lot with low coverage required
30.0	1,000	High-rise apt. with open space required

It must be borne in mind that the General Plan does not specify dwelling types, lot coverage and other controls which are detailed legal provisions contained in the Zoning Ordinance. The General Plan indicates only the over-all gross density of residential development. On this basis, future population is estimated and the required public facilities to serve that population are planned.

Residential Policies

The national post-war boom in single-family building hit its zenith in 1950. While single-family building still accounts for the bulk of new residential construction, the boom quietly ended in 1962. The following national figures illustrate the trend: Multi-family housing starts accounted for 8.4 per cent of all housing starts in 1955. By 1961, multi-family starts had risen to 26.3 per cent and in 1963, about 33.3 per cent.

All across the nation, suburban areas are participating in the present apartment house boom in varying degree. Some suburban cities have objected

strenuously to any apartments encroaching into the single-family suburban atmosphere. They have felt high density would change the character of the community and destroy the very qualities the residents sought when they built or bought their single-family homes. Some cities have been more or less successful in limiting apartment construction or prohibiting it altogether. Others, recognizing the need for apartments to satisfy their changing population, have been overwhelmed by poor apartments. In general, the suburbs have been inadequately prepared to understand or meet the change. Clear policies were not established as to density, location or standards of development for apartment houses.

In order to understand the demand for apartment houses and to develop clear policies concerning them, a brief outline of some of the factors responsible for the demand follows:

Age Composition. As the war babies of the 1940's approach maturity, age composition in the United States is changing. The next few years will see the formation of new families in vastly increasing numbers. A large proportion of these new families will need apartments during the years they are accumulating financial reserves sufficient to buy a home. At the other end of the scale, the number of senior citizens is increasing. The trend is for older people to maintain a separate dwelling unit, not to live with their children as in former years. This group will continue to increase the demand for apartment houses.

Living Patterns. Changing living habits have increased the demand for apartments, particularly for families with two working adults. The shift of jobs to the suburbs has given impetus to the working wife in the suburbs. Such families frequently prefer to avoid the burden of maintaining a single-family house and lot, and may spend their increased leisure time in new ways such as travel. Another manifestation is the increase in families maintaining two homes. An urban or suburban apartment and a small week-end retreat in the country are no longer unusual.

Design. The standardized apartment of the immediate post-war years has been redesigned and given way to better designed dwelling units. It is now possible to have privacy, space and livability in an apartment together with the tax advantages of apartment unit ownership comparable to a private house. This has had a decided bearing on the acceptance of apartment life.

Land Economics. Land development and construction costs are perhaps the most important factor operating to increase apartment construction today. As land becomes scarce in and around suburban city cores, it has become more economical to build dwellings at higher density. Working with the other factors mentioned, this has made it almost inevitable that apartments will be built in increased numbers in almost all suburban cities.

The problem for the suburban city is to develop a set of policies appropriate to its own desires regarding multi-family construction. Menlo Park has recognized the need for a variety of housing types and has indicated that a certain number of apartments are acceptable. Suitable locations were specified by the Citizens' Committee. The Committee

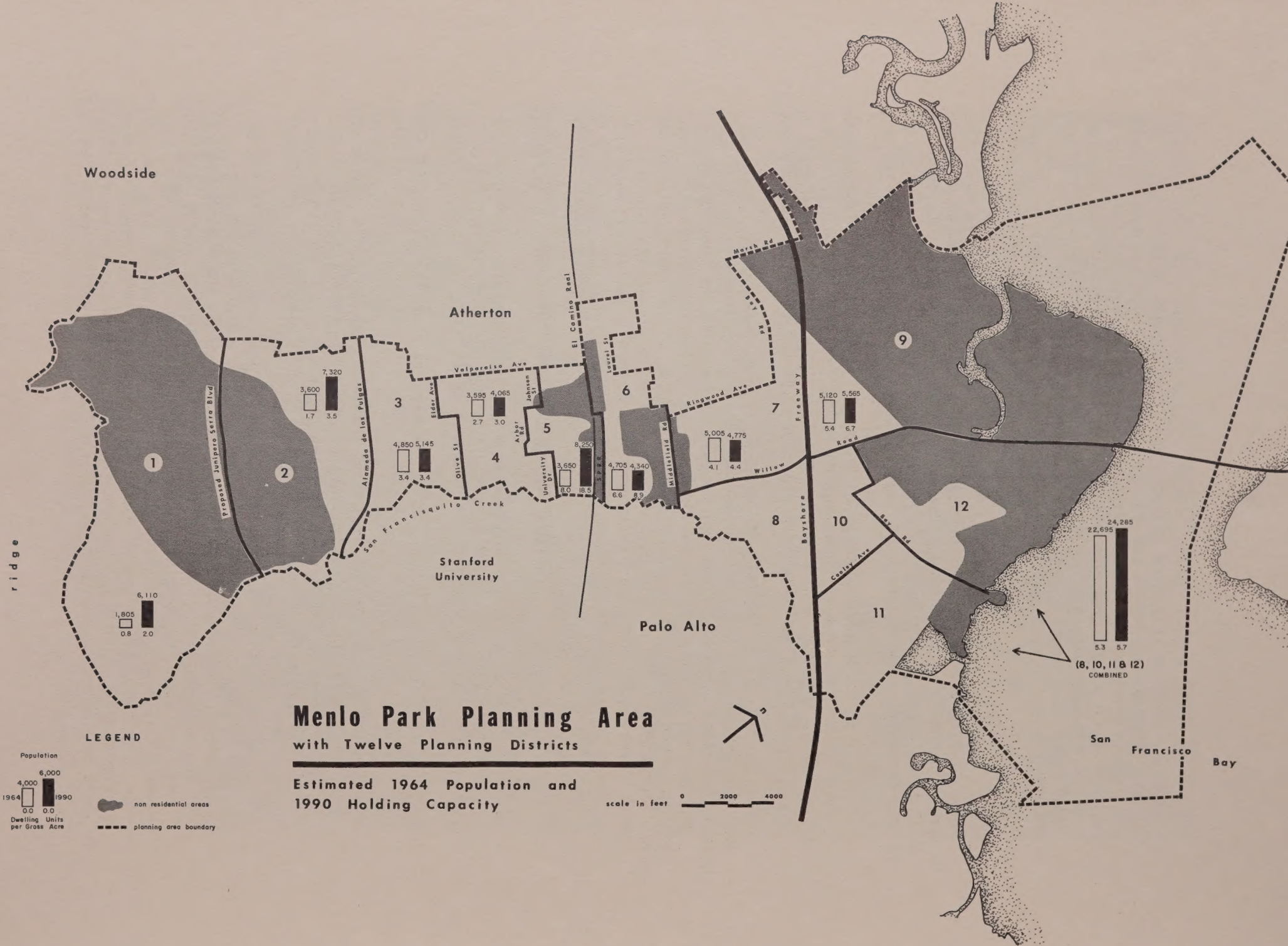
also recommended a policy for protection of existing single-family areas from the intrusion of apartments. This policy has been adopted by the Planning Commission and the City Council. In line with these policies, an increase in density and an expansion of the apartment area surrounding the downtown Menlo Park is shown on the Plan. Areas proposed in the Plan are close to transportation facilities, both the Southern Pacific Railroad and major highways, in order to minimize traffic passing through other residential areas.

The relationship of height of apartment buildings to the density allowed should be explored and policies determined by the City concerning this relationship. A very tall building on a large lot can have a higher density than a lower building and still provide many amenities. The advantages to be gained by height may include lower coverage and more usable open space on the lot. To insure that this is accomplished, land coverage, setbacks, provisions for off-street parking and for attractive and useful development of the open space must be clearly spelled out. Tall buildings must be so located as not to destroy the privacy of those living in surrounding areas. A second advantage of well spaced tall buildings is variety in the form of the city. A large area containing only two or two-and-a-half-story apartment houses with relatively high land coverage and poorly landscaped parking areas can be very monotonous. Standard provisions for low-height buildings will not insure an attractive apartment district. Variety in building types, high standards, and good design can be encouraged by allowing flexibility in height while maintaining relatively low density standards.

A maximum height for tall buildings should be established and areas delineated where a variety of heights would be permitted. High-rise buildings should not obstruct the views from or otherwise damage other residential areas.

High-rise development with a maximum height of 6 stories is recommended for the commercial core area and the blocks immediately to the north and south. A second area for possible high-rise development is indicated in the blocks immediately north of San Francisquito Creek where height would allow the occupants to take the most advantage of the outlooks. As an alternative, high-rise buildings could be permitted in the entire high density residential area. However, it is not recommended in the Plan because of the new low-rise apartments in the area, and the small lot sizes.

In certain older sections of Menlo Park, where large lots of 15,000 and 20,000 square feet predominate, there is a lack of maintenance visible at the present time, which may indicate that the market demand is poor for these small older homes on large lots. If these homes are uneconomical for present day families to buy and live in, the decline of these areas may become a trend. The City must adopt policies which will first, protect the existing homes which are maintained and where changes are not contemplated, and second, allow density changes on other lots which will allow limited new development and help to preserve the district as a whole. Several alternatives are possible. Doubling the density by allowing lot splits is one. Permitting building groups on large parcels is another. For example, a lot, 100 feet by 200 feet, with a small



house close to the street, might well be developed with another house or even several new townhouse style apartments. Existing front setbacks should be maintained and sufficient open space for landscaping be required. This type of new development might be preferable to the unused and unmaintained deep rear yards behind some existing homes in the large lot sections. On other lots, a cluster-group of dwelling units, with common open space might be built. If large open spaces are maintained by requiring sufficient usable open space on each lot, the general character of the area would not be affected adversely.

While the allowance of lot splits appears attractive because of its simplicity, the street and lot pattern in these areas suggests that a more sophisticated solution would best preserve the amenities now present. It would also create a more interesting variety in dwelling types.

Population by Residential Planning District

The map on the preceding page shows population and dwelling units for 1960 and projections for 1990 by Planning District. All districts are assumed to be 100 per cent developed.

RESIDENTIAL AREAS AND NEIGHBORHOOD FACILITIES

Southwest of Alameda de las Pulgas

This section of the Planning Area, comprised of Planning District 1 and 2, includes the existing residential subdivisions along the Alameda, Sharon Heights and Ladera. It is divided into more or less homogeneous residential neighborhoods by existing and proposed public facilities, such as the Ladera Dam, Junipero Serra Freeway and the linear accelerator. Special problems in planning for future development in portions of this area are covered in the section entitled Undeveloped Areas.

Residential Development. In 1960, Planning District 1 and 2 had 3,585 people. Between 1960 and 1965, residential building--both single-family and multi-family--has been rapid in Sharon Heights (District 2). 1965 population is about 5,000. Holding capacity for the area is 14,000.

The Plan shows very low density (up to 3.5 dwelling units per gross acre) in existing Sharon Heights and in the hill areas beyond and above Ladera. Low density (3.6 to 6.0 dwelling units per gross acre) is shown elsewhere, with the exception of apartment development within Sharon Heights and along the Alameda.

Schools. Assuming the predicted population within the age group 5 to 17 years at 21 per cent, the school age population in 1990 will be approximately 2,900. There will be approximately 1,500 grade school students (kindergarten to 6th grade), approximately 400 intermediate students (7th and 8th grades), and approximately 1,000 high school students (9th to 12th grade). The one existing and two proposed elementary schools, the intermediate school for which a site has already been acquired, and the proposed high school site on Sand Hill Road will accommodate the expected ultimate enrollment.



Apartments in Sharon Heights.



Typical home in West Menlo Park.

Parks. Existing recreational facilities consist of the small Stanford Hills Park on Sand Hill Road and a nature park in Sharon Heights. La Entrada School recreation facilities are also available through cooperation with the Menlo Park Recreation District. In very low density areas, neighborhood parks within walking distance of young children are not considered mandatory. A new neighborhood park is proposed adjacent to the existing Ladera School. A community recreation facility is proposed adjacent to the proposed high school and elementary school on Sand Hill Road. The proposed regional park and golf course below and adjacent to the Ladera Dam Reservoir and the hiking trails would serve not only this area but the entire region.

Other Facilities. A new fire station will be needed to serve this area as residential development proceeds. It should be located close to the intersection of Sand Hill Road and the proposed Junipero Serra Freeway where access to all portions of the southwest area would be direct and fast.

Neighborhood Shopping. Ladera Shopping Center and the new center now under construction in Sharon Heights will be the major neighborhood shopping facilities. The existing commercial development on the Alameda will continue to serve a limited neighborhood function for some time. When the Alameda is widened to a major arterial standard and extended as the Foothill Expressway into Santa Clara County, traffic volumes and problems of access will make this area inefficient, as presently developed for commercial use. The Plan shows the center reduced in size and located entirely on one side of the Alameda. The other side is proposed for high density residential use.

Local Circulation. Alpine Road and Sand Hill Road will continue to be the major thoroughfares serving the area. It is recommended that they be developed as parkways with hiking trails as part of the right-of-ways. Sharon Park Drive should be connected with Valparaiso at the Alameda to provide a secondary route into this area. The unresolved Willow Freeway route paralleling Sand Hill Road is discussed in the Circulation section and in the Undeveloped Areas section of this report.

Alameda de las Pulgas to El Camino Real

This section of the Planning Area, composed of Districts 3, 4 and 5, includes residential development ranging from old estates, small bungalows built in the '30's, converted summer cottages, fine post-war subdivisions and, in District 5, new apartment construction. In 1960, density in District 3 was 2.8 dwelling units per gross acre; in District 4, 2.5 dwelling units per gross acre, and in District 5, 7.0 to 8.0 dwelling units per gross acre. Total population in the entire area was 12,216 in 1960.

Residential Development. Districts 3 and 4 are very close to full development at the present time. Only a very modest density increase is projected over the next 20 years. The density in District 5, surrounding the central business district and close to El Camino Real, has increased substantially since 1960 as new apartments have been built. The ultimate density of this District is expected to increase further

to approximately 18.0 dwelling units per gross acre. By 1990, the entire area between Alameda de las Pulgas and El Camino Real is projected to reach its holding capacity of 17,500 people, with Districts 3 and 4 having approximately 9,200 people and District 5 having about 8,300 people.

Schools. In 1960, Districts 3 and 4 had 29.0 and 29.8 per cent of their population in the school age bracket for a total of 2,923 students. By 1990, in Districts 3 and 4, approximately 25 per cent or 2,300 people are expected to be of school age. In District 5, however, the percentage of students is expected to be much lower, approximately 10 per cent or 830 students. Total school age population will then be approximately 3,100, only slightly above the 1960 school population. About 1,750 will be in kindergarten through 6th grade and 450 in the 7th and 8th grades. The three existing elementary school sites (two of them serving grades 7-8) should be adequate. The 900 to 1,000 high school students who will live in this area will be served by high schools outside the area.

It must be noted that it is difficult to predict small breakdowns in age composition for limited areas such as one section of Menlo Park. If unknown factors cause a future influx of young families, for instance, considerably more of the children might be in the elementary grades and cause overcrowding if increased capacity is not provided. This points up the necessity of checking school enrollments and projections frequently.

Parks. Large lot development in most of this area will not make additional neighborhood parks for young children a necessity. Existing Nealon Park and the well developed school sites, particularly Hillview, will provide neighborhood play fields and other facilities. If the school and recreation departments continue to find cooperative development and use of school sites advantageous and workable, as they do at present, no new recreation sites will be needed in this area.

Neighborhood Shopping. The present neighborhood shopping facilities are along Alameda de las Pulgas and in the downtown area. When Alameda de las Pulgas is improved to a high speed arterial, the shopping center here should be reorganized on the northeast side of Alameda de las Pulgas and developed into a compact efficient center with adequate off-street parking provided either by individual action or by a cooperative assessment district. Without a reorganization, it is doubtful if this commercial area will thrive with increased competition from the Sharon Heights center and with the problems which will occur when Alameda de las Pulgas is redesigned. However, the area needs neighborhood shopping facilities to serve it adequately and efforts should be made to improve and conserve the existing nucleus.

El Camino Real to the Bayshore Freeway

Residential Development. Districts 6, 7 and 8 include the area between El Camino Real and the Bayshore Freeway. Postwar subdivisions, new apartment construction and some older homes in a semi-rural setting make up the residential area. The total population in 1960 was 14,780. Since 1960, it has increased to nearly 16,000 people. District 6 includes Stanford Village, where temporary army hospital buildings built

during World War II are occupied by Stanford University students and their families. These 297 units contained over 1,100 people in 1960. By 1968, when Stanford vacates these units, the land will be used for administrative-research purposes. District 6 had 1,423 dwelling units (not including Stanford Village) in 1960. Some 800 of these were multiple family units. The 1964 Land Use Map indicates that there are approximately 1,025 multiple units today. Population in District 6 has increased from 3,282 to approximately 3,800 since 1960. Density is projected to increase during the next decades for an ultimate population of approximately 4,350. While District 6 was developed to a large extent after 1950, District 7 was developed earlier. Lots generally are slightly smaller in District 7. As vacant lots are used and the remaining large lots split, over-all density will increase slightly. St. Patrick's Seminary has indicated that it intends to remain at its present location but has tentative plans to dispose of excess land. Portions of the present site are, therefore, shown in medium and low density residential use. All indications are that the Veterans Hospital will remain at its site on Willow Road for many years. No other use is anticipated for that property during the planning period.

District 8 is partially in the County at the present time and includes a portion of the area included in the County's General Plan for East Palo Alto. Residential uses include new apartment construction, single-family subdivision and some large single-family lots along San Francisquito Creek. An increase in apartments is projected for the area between O'Conner School and the Bayshore Freeway and in the area south of University Avenue.

Population of the entire area is projected to be approximately 18,200.

Schools. In 1960, the percentage of the population of school age varied from approximately 16 per cent in District 6 to 25 per cent in District 7. The over-all average for the area was approximately 20 per cent or 2,732 children. As a larger portion of the population becomes apartment dwellers, the percentage of school age population will tend to drop slightly.

School population will remain relatively stable but may rise slightly. A low projection (18 per cent of the projected 15,400 people) would yield almost the same school population (2,770). 20 per cent would yield 3,080 school children or an increase of 350. Additional elementary students would then equal 7 or 8 classrooms. Existing elementary schools in the area could absorb this projected increase.

Neighborhood Parks. This area includes Burgess Park, a community facility and Flood Park, a regional park. Neither of these is located for, or intended to serve, a neighborhood function, although both do serve to some extent for that purpose. Willow Oaks Park is the other recreational facility in the area and does serve a neighborhood function. The Plan shows this park expanded to increase its utility and facilities to a full neighborhood playfield in conjunction with facilities on the adjacent school site. An additional neighborhood park is shown to serve the area south of University Avenue adjacent to O'Conner School. As this area becomes more heavily built with apartments, child population is likely to be younger, increasing the need for a neighborhood facility.

Neighborhood Shopping. Menalto Avenue, University Avenue and the scattered development along Willow Road are the major neighborhood shopping facilities at the present time. Two small centers, one on Bay Road and one at Ravenswood and Alma Street also exist. The Willow Road area is zoned C-4 (General Commercial) rather than C-2 (Neighborhood Commercial) and contains many services and enterprises (particularly gas stations) which are not on the neighborhood level. These commercial centers do not have the cohesiveness of a modern neighborhood center with safe, convenient access and parking. An effort should be made to improve these existing centers to meet modern standards.

North of Willow Road, where facilities are inadequate, a new center of approximately 6 acres is proposed at Ringwood and Middlefield Road on a presently unused portion of the seminary property. This center would provide neighborhood shopping facilities for the area between El Camino Real and Bayshore Freeway, including East Atherton and Menlo Oaks.

Local Circulation. The Plan shows a new major street, part of the improved crosstown circulation pattern, from the Middle-Burgess underpass to Willow Road in the vicinity of Coleman Avenue. The underpass and improvement of Ravenswood Avenue to Middlefield Road completes the major street proposals. Middlefield Road will continue to serve as a major north-south road. These improvements to the major street network free traffic movements in and out of the area. Heavy traffic will be reduced on Willow Road southwest of Coleman Street where it runs through residential neighborhoods. With reduced traffic, its wide right-of-way should be improved as a residential boulevard.

Belle Haven

Residential Development. District 9 is the area north of the Bayshore Freeway and east of Willow Road. It is part of the City of Menlo Park. It was subdivided, and the majority of it developed prior to 1950. Residential lots here, as in the portion of District 7 directly across the Freeway, are among the smallest in the City. The majority measure 50 by 110 feet. Apartment construction has occurred in later years along Pierce Road and Willow Road. Population in 1960 was 4,374. Since that time, about 100 new dwelling units have been constructed, indicating that the population is now close to 5,000. The 1964 Land Use Map shows only scattered vacant lots remaining in Belle Haven.

Average family size in this area was comparatively high in 1960--almost 4 people per occupied dwelling unit. This is expected to be modified in the future to about 3.4 persons per occupied dwelling unit. Ultimate population is projected to be approximately 5,500.

The area is bounded by the railroad tracks and a strip of industrial uses on the north. Single-family residences face this industrial area across Hamilton Avenue which serves both the people living there and the heavy traffic generated by the industrial uses. This pattern of incompatible land uses will lead to deterioration of the residential area. Lack of upkeep and maintenance can already be observed. The deterioration may tend to extend block by block, into the sounder areas. The entire single-family area should be protected from such deterioration.

The Plan shows approximately 12 acres of the existing industrial strip as a new multi-family area. The lots, some 220 feet deep, would allow apartment construction with adequate open space in the rear to be buffered from the rail traffic on the Dumbarton line.

Schools. About 28 per cent of the population or 1,320 children were of school age in 1960. This percentage may have dropped due to the increased numbers of apartments and to the aging of the population in the single-family area. The school age population is expected to decline to approximately 25 per cent of the total population in the future. The child population will remain about constant at that rate, even though population as a whole will increase slightly. The existing Belle Haven School, well located at the center of the residential area will continue to be adequate to serve elementary school children. Some 200 intermediate students will be living in the Belle Haven area. Existing intermediate schools east of Willow Road are adequate to accommodate the future enrollment.

Parks. Kelly Park, at the extreme tip of Belle Haven, is a neighborhood playfield. Additional improvements are scheduled for it in the near future. Although not centrally located, it is adequate to serve the population. The small neighborhood park of Ivy Drive and the school playground are adequate neighborhood parks. The Plan indicates the vacant strip of land paralleling the railroad and a small amount of additional area contiguous to it as a green belt connecting Kelly Park and the school. While this strip (100 feet wide and approximately 1,500 feet long) totals only about 3 acres, it could be improved with a small playground for young children close to the entrance from Chilco Street and with barbecue pits and family picnic areas along its length. It would provide usable open space in this densely populated neighborhood.

Local Circulation. At present, access to Belle Haven is entirely from Willow Road. Automobiles either reach Willow Road from the interchange at the Bayshore Freeway or by filtering up local residential streets from the University Avenue interchange. The Plan shows a new major street north of the railroad connecting Marsh Road to the proposed University Avenue extension. These two ring roads meet at the Willow Road approach to the Dumbarton Bridge and will give access to the growing industrial area as well as provide additional access routes into Belle Haven. This would also eliminate heavy industrial traffic from the residential section of Willow Road.

Neighborhood Shopping. The group of stores at the Willow Road-Newbridge Street intersection constitutes the neighborhood shopping center for Belle Haven. It is well located to serve the area. However, it is not a modern, well planned center in regard to traffic and parking.

The Plan shows the center enlarged slightly, to about 3 acres, which would accommodate the neighborhood shops which Belle Haven can reasonably support and which the area needs. Shops should be restricted to this one location and not allowed to "string" along Willow Road. String commercial development is unsightly, inefficient, and tends to cause adjacent property to deteriorate. Limiting stores to the area where a

nucleus exists, might encourage action through a parking district to improve the center and attract new businesses.

East Palo Alto

Districts 10, 11 and 12 comprise the East Palo Alto Area north of the Bayshore Freeway. While Menlo Park has annexed most of the industrial land, including the salt evaporation ponds, the residential area is unincorporated. The area is bounded by the Bayshore Freeway on the south, Willow Road on the west, Kavanaugh Industrial Park and the flood plain on the north, and the Bay Road industrial area and the flood plain to the east.

Residential Development. The population in this area was small before 1950. East of Cooley Avenue, many residents had small poultry ranches on large lots. Bayshore Park was the only new subdivision. By 1960, however, population had increased dramatically with University Village, Palo Alto Gardens and Flood Park subdivisions, bringing total population to 13,133. Poultry raising had disappeared and commercial flower raising had taken its place in the large lot areas. Since 1960, apartment construction has increased and, based on County estimates for July, 1964, population has risen to approximately 15,500. At the densities shown on the Plan, ultimate population will be approximately 18,000.

Schools. In 1960, school population was a comparatively high proportion of the total population, ranging from 25.7 per cent in District 10 to a high of 33.7 per cent in District 12. Total population in the 5-17 age group was 3,888. As more apartments are built and are occupied by smaller family groups than those in single-family homes, and as families now living in the area grow up, the over-all percentage of children will decrease slightly. However, it will remain higher than the average of 21 per cent for the entire Planning Area during the foreseeable future. Slightly over 5,000 children between the ages of 5 and 17, or approximately 28 per cent of the ultimate population of 18,000 are expected to be living in the area. An estimated two-thirds of these children will be in the lower age group (5-11) for a total elementary school enrollment of 3,350. It is therefore clear that there will be a real need for the additional school site already proposed. It should satisfy all future need. The figures confirm and update the projections made by San Mateo County during preparation of the East Palo Alto General Plan. There will be 600-700 intermediate students living in the area. In addition, some 200 intermediate students from the Belle Haven area will continue to attend the schools in East Palo Alto. Between 1,000 and 1,100 high school students will be living in this part of East Palo Alto. Ravenswood High School provides sufficient capacity for the anticipated future enrollment.

Note must be taken of the racial imbalance of the entire service area of the Ravenswood High School and of the current controversy arising from it. The 1960 Census indicated that approximately 41 per cent of this area was negro. Although current figures are not available, it is clear that the racial imbalance has increased since 1960. Some white families have moved into the area recently. They have been primarily apartment dwellers with no children or very young children. The racial imbalance in high school enrollment has, therefore, been further

exaggerated by the reluctance of some white families to send their children to a predominantly negro school.

A proposal is now before the Sequoia Union High School District School Board to phase Ravenswood High School out of existence over the next three years and thereby eliminate de facto segregation. There is no valid argument against elimination of segregation--de facto or otherwise; however, there are arguments against eliminating this condition by the shortsighted method proposed. In addition, the school is presently used for a variety of community activities as well as for education. If the school is eliminated, East Palo Alto would lose a valuable community facility as well as an educational institution.

Education and persuasion of the citizenry, improvement of the high school's physical facilities and program, modification of attendance areas, and any other reasonable methods which can be devised, should be tried before the abandonment of the school is seriously considered. While the School Board may decide that Ravenswood High School should be abandoned, from a planning viewpoint this would not be a solution to the community's physical needs.

Recreation and Other Public Facilities. Good public facilities and services can do much to improve, stabilize, and preserve a residential area. Such investment is one of the ways that governmental agencies can guide and improve social as well as physical development of an area. The High School could and should become the focus of a group of community center facilities which would serve the people living in the area and which could significantly enhance the entire East Palo Alto area.

A major proposal of the Plan provides for a community recreation center adjacent to the High School. A landscaped buffer strip is shown along the P. G. & E. alignment, and an undeveloped 10-acre parcel bordering this strip is shown as a neighborhood park.

Local Circulation. Major streets in the circulation plan are Bay Road, University Avenue and Embarcadero Road. Bay Road is realigned east of Clarke Street to parallel the railroad spur, and is treated as a landscaped parkway in order to separate and insulate the residential area from the industrial area. Embarcadero Road is extended as a parkway serving the Palo Alto recreational complex and the industrial area as well as improving access to and from East Palo Alto. University Avenue is extended across the railroad to connect with the Dumbarton Bridge approach.

Neighborhood Shopping. The University Avenue-Bay Road complex and the agglomeration of shops on University Avenue north of the Bayshore Freeway Interchange, form the two neighborhood shopping areas for East Palo Alto. The University Village Center, part of the first complex, is the only planned shopping center north of the Bayshore. However, as indicated by the rather high percentage of vacancies, it has not yet attracted enough businesses. The center is well located in relation to its service area and good neighborhood facilities are needed in East Palo Alto. While development up to the present has been slow, the center should be given every encouragement possible by public or private action. Commercial development

should not spread into new isolated locations but should be encouraged to cluster in the existing center to create a compact, efficient grouping of stores.

The East Palo Alto General Plan, prepared by San Mateo County, shows an area across University Avenue from this center reserved for professional and administrative offices. The site, approximately 6 acres, is now occupied by a flower nursery. While the area needs professional offices (doctors, dentists and the like) located conveniently to the residential area, it is doubtful that there will be a real demand for this amount of space. This Plan, therefore, shows part of the site in high density residential development and the 2 acres closest to the existing commercial center reserved for office use. Such development would give some impetus to retail development in the existing shopping areas by increasing the potential market in the immediate vicinity.

The University Avenue Interchange retail area needs improved pedestrian circulation and additional off-street parking. Land use patterns in this area should be stabilized. Commercial uses should not be allowed in new isolated locations and the existing shopping area should be protected from the encroachment of other non-commercial uses. The owners and merchants in the shopping area should, in turn, assume the responsibility of maintaining their property at a high standard, improving it and providing needed off-street parking and landscaping--either by private cooperative action or by formation of a parking district.

A General Plan for East Palo Alto was adopted by the County in 1963. Its policies and recommendations are followed in this General Plan with few exceptions. Since 1963, the area between Ravenswood High School and the Bayshore Freeway, shown as office and highway commercial on the County Plan, has been, in the main, developed with apartments. It is shown as high density residential on the present Plan. As the East Palo Alto Plan points out, the flower growers in this area are a unique feature. In 1963, a total of about 90 acres was devoted to this use which serves a nation-wide market. While the County Plan recognizes that economic pressures may eventually force these growers to move to less urban locations, it recommends their protection and shows some 30 acres as agricultural. As a policy, this Plan is in agreement with extending what protection is available to encourage the flower growers to remain. However, it further recognizes that this area is inadequately served by public facilities, including recreation, and that unless land is reserved to a community recreation center on the present agricultural land, it is certain that in a few years no undeveloped land will be available. The Plan, therefore, does not show any agricultural land use, but specifies other uses including the community recreation center adjacent to Ravenswood School. The County has adopted an official plan line for the improvement of Bay Road to Cooley Landing along the existing alignment. The General Plan retains Bay Road as a major street but aligns it at the periphery of the industrial area along the existing railroad spur. The separation of the industrial area and the residential area by this alignment results in slightly less industrial land than the County Plan shows.

Carrying out the Plan in the East Palo Alto Area. Carrying out the General Plan is treated as a separate subject later in this report. However, certain special aspects of plan effectuation in East Palo Alto are considered here. As noted earlier, all but a small portion of the industrial land, which might have provided a tax base to support increased public facilities for this area, has been annexed to the City of Menlo Park. Menlo Park serves these industrial areas and in turn derives substantial revenue from them.

The Ravenswood Recreation and Park District serves some 20,000 people in the unincorporated East Palo Alto area, both north and south of the Bayshore Freeway. The District owns a site of slightly more than one-third acre on Bell Street where it has a social center, gymnasium, swimming pool and Brashear Hall, used for meetings of community service groups and district sponsored activities. The district also owns Jack Farrell Park (3-1/2 acres) in University Village. In addition, it has entered into cooperative agreements with both the Sequoia Union High School District and the Ravenswood Elementary School District to finance recreational improvements and supervise programs on school property.

The Ravenswood Recreation District has done an admirable job and utilized its limited resources most effectively. Facilities and programs have been provided for the taxpayers in the district to the fullest extent of revenues; however, the trained and dedicated staff and the directors of the district cannot provide the additional facilities that the area needs without increased revenue. Particularly, the district cannot raise sufficient money to acquire land on its existing tax base. The formation of additional special districts to provide services or improvements such as street trees, or better street maintenance, is precluded for the same reason.

An example of the low level of service for this area is offered by the special report entitled Utility District Survey, recently completed by George S. Nolte Consulting Civil Engineers, Inc. for the City of Menlo Park. Of the 4 water supply systems serving East Palo Alto, 2 are antiquated systems which do not meet accepted standards for fire flow. These two systems serve fewer than 1,000 (300 and 680) customers at the present time. The Nolte report recommends that any proposed intensification of development in the service areas of these two systems be examined critically to determine if adequate fire protection can be made available. There are obvious administrative, maintenance and operational inefficiencies in having four companies supplying water in such a limited area.

East Palo Alto is unique in San Mateo County in that it is the largest population concentration which is unincorporated. Many of its problems are typical of areas which have urbanized outside the municipal framework. Lacking local control and having insufficient resources, a low level of services is all that is possible at present.

If East Palo Alto had an adequate tax base (or even the potential for one), incorporation of the area might be feasible and might lead to some benefits. However, this is not the case. There would still be no reasonable expectation that more and better urban services could be

provided by an incorporated East Palo Alto than are provided at the present time under County government. In fact, it is probable that services might decline.

Menlo Park, Palo Alto, and East Palo Alto are so closely related that what happens in one affects the others. A low level of development and services in East Palo Alto has an adverse effect on the adjacent Cities. Experience in other areas indicates that, joined to either of the incorporated Cities, the level of services and standards of development in East Palo Alto would gradually be raised to approach the standards of the incorporated City. The entire mid-peninsula would be benefited by such improvement. While there are certain complications and problems to be worked out in any annexation (annexation to Palo Alto would involve changing the County boundary, for instance), a solution should be sought immediately. The people living in East Palo Alto should be consulted and they should make their desires known to both the Cities and to the County. East Palo Alto should become part of one of the existing municipalities in the very near future.

COMMERCIAL AREAS

Central Business District

Menlo Park's central business district has developed into a sound, compact community shopping center. Projections indicate that there will be a demand for 25 to 40 per cent more retail space in the downtown area in the future.

The plan shows a compact expansion to accommodate the high projection of needed floor space, and the additional parking area necessary to serve it. Commercial uses are shown expanded outward from the existing center beyond both Oak Grove Avenue and Menlo Avenue. Rehabilitation and more intensive use of the area between El Camino Real and the Southern Pacific tracks in the vicinity of Santa Cruz Avenue is assumed in the Plan. Uses unsuitable for the central area should gradually be replaced with more intense retail uses. Office uses are a part of the expansion shown. However, these uses should not monopolize the central area or ring the existing development in such a way as to block expansion of the retail core.

Publication of a special report on the downtown and civic center area will immediately follow this report. Pedestrian ways, automobile circulation and parking are considered in more detail in that study.

Thoroughfare Commercial Areas

Retail uses dependent on the automobile, (drive-in restaurant, car-wash, garden supply, and the like), are classed as thoroughfare commercial uses. Customers usually drive directly to one establishment and do not walk to, or shop in, other establishments in the vicinity. Area for these uses is shown on El Camino Real. Conforming with the objectives of the Citizens' Committee, certain sections of El Camino Real, where strip commercial uses now exist, are shown in other uses. The present heavy traffic on El Camino Real has

already rendered access to the small retail establishments fronting on it difficult. Projections indicate that traffic in the future may double. Less intensive uses and limited access along these sections of El Camino Real are clearly justified.

Neighborhood Commercial Areas

Menlo Park has not developed modern, compact neighborhood shopping centers. Small clusters of mixed retail and service shops, isolated convenience stores and other spotty development has taken place instead. To some extent, the downtown area, which includes several large food markets and small service shops, serves a neighborhood function by catering to daily needs.

The Plan recommends consolidation of neighborhood shops into more convenient centers with adequate off-street parking where a strong nucleus of stores exists. In addition, the Plan shows the proposed Sharon Heights Center and one new center at Ringwood and Middlefield Road. The University Village Center in East Palo Alto is augmented with a small office area adjacent to it to provide space for professional services now lacking in that area.

Neighborhood shopping is covered in detail in the descriptions of the various residential areas.

General Commercial Uses

Menlo Park, with its limited and intensively developed land, has no area which could be allocated for such general commercial uses as automobile repair shops and building supply outlets, which would not create an incompatible pattern of land uses. No exclusive area for general commercial uses is shown in the Planning Area. Within the industrial area, however, such uses could be located appropriately. Neighboring communities provide area for this type of use which serve Menlo Park residents as well.

PROFESSIONAL ADMINISTRATIVE AREAS

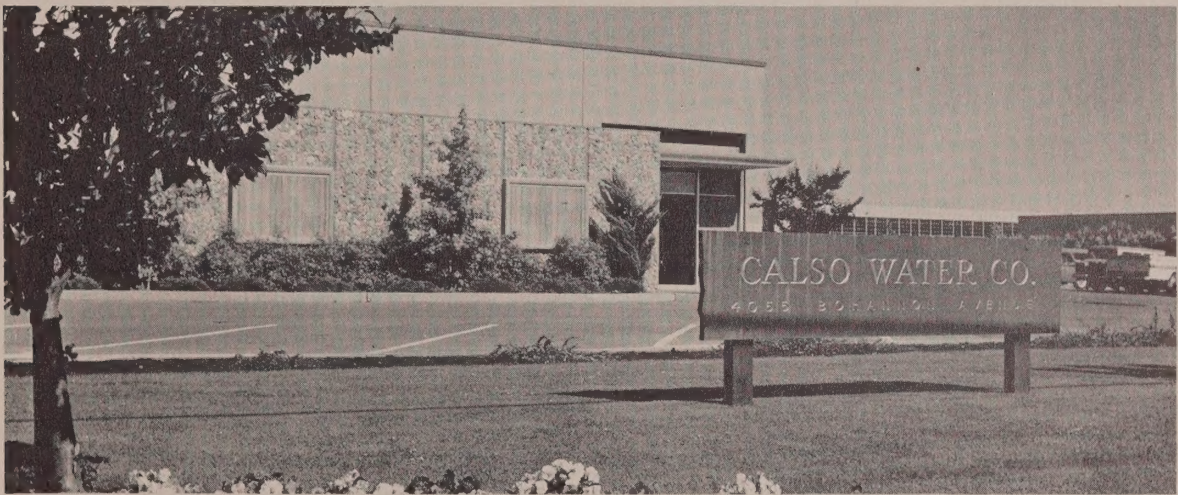
The Plan shows approximately 220 acres in professional-administrative area within the City of Menlo Park and an additional 275 acres outside the City. Only a small expansion is shown within the City where street capacity and circulation problems limit the amount of additional employment which is practical and compatible with surrounding development. The existing complex on Sand Hill Road is expanded and additional area is shown adjacent to the Stanford Linear Accelerator. Future employment densities and total employment in this area should be carefully controlled and circulation elements must be expanded in relation to them.

INDUSTRIAL AREAS

The Plan shows approximately 860 acres of industrial land in addition to the salt evaporating ponds. Conforming to the objectives of the Citizens' Committee, all land shown as light industrial is north of

the Bayshore Freeway and only minor expansion is shown in the flood plain. The north eastern boundary of the industrial area generally follows the berm along the salt ponds. Over 700 acres of the proposed area are within the City of Menlo Park. The City at the present time has approximately 470 acres allocated for industrial uses of which only about 130 acres were developed at the time of the 1964 land use survey. The Plan shows some 5 times the present developed area within the City plus additional area in unincorporated East Palo Alto, thus providing sufficient expansion area for the foreseeable future and permitting a flexible and free land market to operate.

Menlo Park's industrial uses at the present time are generally of a light manufacturing or distributive nature. The two industrial parks (Bohannon and Kavanaugh) have set a high standard of development which should be continued as industrial expansion takes place.



Bohannon Industrial Park. Sierra Electronics Company in the background.



Medical Center.

COMMUNITY FACILITIES

Regional Recreation

Menlo Park and southern San Mateo County have been fortunate in having the undeveloped rolling hillside as a backdrop to the more intensive urban development on the bay plain. Abundant natural open space has always been close at hand. However, as the Planning Area approaches holding capacity, this open space will no longer be available. Steps must be taken to acquire riding-hiking trails and parks if the Mid-Peninsula is to preserve any of the hillside open space so long a part of the area.

The proposed Ladera Dam and reservoir offer an opportunity to develop a regional recreation facility including a golf course and park surrounding the dam and to acquire hiking trails along the perimeter of the reservoir. A regional park of approximately 75 acres is also shown surrounding Searsville Lake. The other major regional facility is that proposed by the County at the northeast edge of the Planning Area on the flood plain. Including existing Flood Park, approximately 900 acres are shown as public regional recreation*. Alpine Road, Sand Hill Road and the new major perimeter street north of the Bayshore Freeway, are shown as landscaped parkways with hiking trails.

Community Recreation

The major proposal for local recreation is a community facility in East Palo Alto. The Plan shows a park and community center of approximately 25 acres.

Neighborhood parks are covered in detail in the description of the various residential areas.

Other Public Facilities

The Plan shows one additional fire station in the vicinity of Sand Hill Road and the proposed Junipero Serra Freeway interchange. A corporation yard site of 2 to 3 acres should be acquired. It should be located to serve all areas of the City efficiently and should be compatible with surrounding uses. The city-wide library system maintains one facility in the Civic Center. The planned expansion of this library will allow more complete service to be offered than the alternative of establishing small branch libraries in outlying locations.

* Acreage does not include the private Sharon Heights and Stanford Golf Courses or the Palo Alto Golf Course and Yacht Harbor which are outside the Planning Area boundary.

UNDEVELOPED AREAS -- SPECIAL PROBLEMS AND CONSIDERATIONS

The Southwest Area

The southwest portion of the Planning Area is faced with several unknowns and certain problems which render it difficult to determine future land uses with any certainty at this time. The area bounded by Sand Hill Road, Alpine Road and Jasper Ridge, is, with the exception of Ladera, primarily owned by Leland Stanford Jr. University. The University's aim is to utilize this now undeveloped land to the best advantage of its educational function, either for academic expansion or to produce revenue. The University expresses strong desires to retain the biological reserve in the vicinity of Searsville Lake as an isolated and closed area, not subject to recreational uses. It strongly rejects proposals for expanded recreation in any portion of its land. In other areas, specified on the University Plan as "pending definition," either the University has come to no conclusion about the best use or does not feel it can reveal its plans at this time.

The two-mile long linear accelerator, now under construction, parallels Sand Hill Road and is on University property. Future employment at the accelerator is unknown. Estimates have ranged from 800 to several thousand employees. The Plan shows lands adjacent to the accelerator and the proposed freeway as professional-administrative-research areas as most suitable for these isolated pieces of land. Future total employment in the area will depend on Stanford's disposition of the land and the type of enterprise which may be attracted to the area. In any event, the daytime population in this area will be substantial and may present difficult traffic problems at peak morning and evening hours.

The Plan also shows the Ladera Dam, a proposed flood control project, which at this time appears to be the most likely solution to the flood problems. However, Stanford University opposes the dam because it would occupy some 400 acres of fine rolling terrain along San Francisquito Creek, and might well preclude intensive development of additional land below the dam.

During the rainy winter months, water would back up behind the dam, flow under the linear accelerator and be stopped at Sand Hill Road by dikes. During the summer, however, the water level might drop considerably, if not disappear entirely. At present, the proposal is for a single-purpose flood control dam. Such reservoirs do not generally lend themselves to recreational uses. Frequently the drastic changes in water level and the resulting unattractive shore line are unsightly.

Two alternatives to the single-purpose flood control dam are possible. One is channel improvements at a lower elevation on San Francisquito Creek which would make a dam unnecessary. The joint County-City-Stanford Committee, now considering the proposals for flood control, has received an engineering report which indicates that local costs for channelization would be far in excess of the dam cost. A final decision between the two will be made on the basis of financial feasibility.

Making the dam a multi-purpose facility, suitable for recreation as well as for flood control, is the second alternative. At the present time, the Committee and the County Board of Supervisors are investigating the financial feasibility of this and the possibility of receiving federal aid under the Open Space Act. With or without Federal Aid, the area around the reservoir should be made a regional recreational facility. The Plan shows the dam with a golf course below it and recreation facilities including hiking trails around the reservoir. This is in conformance with the adopted General Plan for San Mateo County, and should be developed if the dam becomes a reality as it now appears almost certain to.

The proposed Willow-Sand Hill Freeway, officially opposed by the City of Menlo Park, is still an unknown factor. The route along Sand Hill Road has been adopted by San Mateo County as far as its intersection with the proposed Junipero Serra Freeway. Sand Hill Road itself would serve as a frontage road. The adopted Willow-Sand Hill Freeway is shown on an overlay of the Plan. It is recommended, however, that if the Freeway is built, it be aligned, insofar as possible, adjacent and parallel to the linear accelerator rather than following Sand Hill Road.

The engineering problems involved in accommodation of the three features, the Ladera Dam Reservoir, the Accelerator, and the possible Willow-Sand Hill Freeway, all located adjacent and crossing over each other are beyond the scope of the General Plan. However, when all the proposals are firm, great care and ingenuity of design should be employed to make them least disruptive and most useful to the community. These should be the determining factors of design. While cost is always an important factor, the long-range impact of these proposals on the surrounding area will be enormous and will justify the expenditure of funds beyond the bare minimum for construction.

The Flood Plain

The Plan shows the flood plain retained primarily as salt evaporation ponds as now exist. In conformance with the San Mateo County plan for a sanitary fill and eventual recreation area, some 200 acres are shown for recreation at the north end of the Planning Area.

During the course of the planning program, some alternative uses for the flood plain were discussed. Several reasons contributed to rejecting these alternatives. First was the strongly stated objective of the Citizens' Committee that until a clearly demonstrated need for other uses occurs, the salt ponds should be preserved. If any other use is to be considered in the future, it should be for recreation. No other need can be demonstrated at this time. Secondly, both the Citizens' Committee and the Planning Commission stated that any plans involving bay or marsh lands fill should be deferred until a comprehensive plan for the entire shoreline of San Francisco Bay is approved. State legislation is pending which would establish the Bay Conservation and Development Commission with the duties of studying, planning, and controlling fill of the tidelands. Testifying before the study commission which prepared this legislation, Mel Scott, Research City Planner in the Institute of Governmental Studies at the University of California and author of The Future of San Francisco Bay, warned of the harmful effects

of further unrestricted filling, and said "the Bay is the most complex physical entity that I have ever studied....It is a very sensitive natural resource with very delicate balances that can easily be upset..." He urged planning which "looks at the Bay as a whole." It may be some time before the BCDC is established and has completed studies which will determine how to preserve the delicate balances of the San Francisco Bay region--before the long-range effects of reducing the Bay on climate, water pollution and wild life are known--and before effective planning control is established.

The same study commission heard conflicting testimony on the stability of bay fill land under earthquake stress. Recent reports have not resolved this matter and it appears that there are unanswered questions about the type of construction necessary to insure safety for this particular geological and seismic condition.

Several notable projects on fill land are under way in other communities, notably Redwood Shores and Foster City. Menlo Park has the opportunity to wait until all the evidence is in and, in light of the facts recited, this attitude is highly reasonable and one which other communities might well take note of.

The Bayfront Freeway, shown on the overlay of the General Plan, is a proposal for the long-range future--probably beyond the planning period. The type of construction to be used and its effect on the Bay should be the subject of study of the BCDC before the Bayfront Freeway is accepted. It would affect the entire western shore of the Bay in San Mateo and Santa Clara Counties, as well as the Menlo Park flood plain. If future studies establish that compatible land-water relationships can be maintained and future traffic demands confirm a need for the route, a restudy of the Menlo Park flood plain would be in order.

In conclusion:

- . Menlo Park does not need intensive development in the flood plain at the present time or in the foreseeable future.
- . The existing salt evaporation ponds constitute the best use of the area for the foreseeable future.
- . At some future date, a comprehensive plan for the entire flood plain may be advisable. Such a plan should give recreation the highest priority for use.

CIRCULATION

The Regional Network

The existing regional connections running the length of the peninsula, (generally northwest-southeast), are Bayshore Freeway and El Camino Real. The proposed Junipero Serra Freeway will become a third connection between San Francisco and San Jose, which will cut across the southwest portion of the Planning Area. It will have interchanges at Woodside Road,

Sand Hill Road and Alpine Road. Alameda de las Pulgas, proposed to be improved to major arterial standards by the County and to connect with the proposed Foothill Expressway in Santa Clara County, will be a secondary regional connection running the length of the Peninsula. The Bayfront Freeway is proposed for the more distant future, probably beyond the time-span of the Plan. This freeway route would be somewhere on the tidal flat or perhaps on a fill in the Bay itself; however, no official alignment has been designated at this time. A possible alignment is shown on the tissue overlay of the Plan.

At the present time, there are no regional routes crossing the peninsula, (northeast-southwest), between Redwood City and Palo Alto. The controversial Willow Freeway route has been a part of the State Freeway Expressway System since 1962. The State Highway Department has designated an alignment which has been recommended for adoption by the County. It is a segment of the proposed State Freeway route connecting Sacramento with San Gregorio. It also constitutes one of the proposed freeway to freeway links, spaced at approximately 9 mile intervals, between Bayshore Freeway and proposed Junipero Serra Freeway. Because of the extremely disruptive nature of the proposed alignment, Menlo Park has consistently opposed the alignment and has refused to adopt the route or sign a freeway agreement with the State Division of Highways. Efforts by the City are now under way to delete the route from the State system. Deletion of the route is now before the State Assembly, and is yet to be heard by the State Senate. The tissue overlay of the Plan shows modifications of location of the interchanges of the adopted State Route.

The most controversial section of the proposed Freeway would cross San Francisquito Creek from Bryan Street in Palo Alto, and enter Menlo Park several blocks east of Alma Street on Creek Drive. The freeway would then be depressed to pass under the Southern Pacific Railroad tracks and El Camino Real. Southwest of El Camino Real it would return to grade and cross the Creek again to run between the Stanford Shopping Center and Stanford Convalescent Hospital. Alma Street would be extended across the Creek and connect with its counterpart in Palo Alto. Off-and on-ramps would be constructed at Alma Street and at El Camino Real, constituting a full interchange split between the two locations.

While it is understandable that the State Highway Department should attempt an interchange with El Camino Real which is a State Highway, this location appears to demand the most difficult and complex solution as well as being the most disruptive to Menlo Park. Furthermore, El Camino Real would not be the destination of the majority of freeway users. The preponderance of trips would be generated and end in the various residential areas, and in the employment centers at other locations in the Planning Area. If the Willow Freeway is built, interchanges should be placed to best serve the traffic needs of the Planning Area. The tissue overlay Plan shows interchanges at Middlefield Road, and half interchanges at Alma Street and at University Drive, rather than the proposed interchange at El Camino Real. Diamond off-and on-ramps are shown at Olive Street. As an alternative to the Freeway, the Plan shows Willow Road widened, realigned, and extended across San Francisquito Creek and El Camino Real to become a continuous major

street from the Bayshore Freeway to the intersection of Sand Hill Road and Alameda de las Pulgas. Detailed traffic projections, now being made as part of a special traffic study, will determine the number of lanes necessary to accommodate future traffic volumes.

Local Projections

In 1962, the City-County Highway Study cites projections of average daily traffic for major streets in the entire County. These projections are predicated on the freeway network being completed (including the Willow Freeway), and a system of arterials to provide access to them and to neighboring communities. The Willow Freeway is projected to carry an average of 69,500 daily trips between Junipero Serra Freeway and El Camino Real. It is estimated that if the Willow Freeway is not built, 35 per cent or 22,600 of the projected freeway trips would be added to local streets in Menlo Park in a cross-peninsula direction. The 13,500 trips projected for Valparaiso Avenue, for instance, might rise to between 20,000 to 22,000 without the Willow Freeway (a 6-lane arterial!) The City-County Highway Plan recommends the ultimate improvement of Santa Cruz Avenue to arterial standards, underpassing El Camino Real and the railroad and connecting with Ravenswood Avenue. While this would create a direct route through Menlo Park from Middlefield Road to Alameda de las Pulgas, it would also focus traffic on a most congested segment of El Camino Real and would direct all traffic into and around the downtown area, regardless of its destination. Further congestion in the downtown area would be exceedingly detrimental to the future of the shops in the area. In addition, the Santa Cruz-Ravenswood route, which would carry traffic only as far as Middlefield Road, would not improve access to the Bayshore Freeway. The over-all benefits would be minimal.

Local Proposals

To improve internal circulation in the northwest-southeast direction, the Plan shows University Drive extended across San Francisquito Creek to Willow Road and realigned at the Santa Cruz Avenue intersection to form a continuous route to Valparaiso Avenue. If the Willow Freeway were built, University Drive would be an interchange point. Alma Street is shown crossing San Francisquito Creek into Palo Alto and realigned in its northern section to connect with Laurel Street. This should be done in connection with the proposed underpass described below. Olive Street crosses the Creek to Willow Road as well. A major ring road is shown north of the Bayshore Freeway from Embarcadero Road in Palo Alto to Marsh Road. This ring road would serve the proposed recreation areas and the industrial tracts as well as improve access to Belle Haven and East Palo Alto.

The Plan recommends that circulation through Menlo Park, northeast-southwest, be improved by spreading the traffic load on two routes rather than attempting to channel it solely on Santa Cruz-Ravenswood Avenues. The most important route is south of the central business district and the most congested section of El Camino Real. The proposed route connects Middle Avenue and Burgess Drive, underpassing El Camino Real and the Southern Pacific Railroad. Burgess Drive is

shown extended to create a new, more direct route, to the Willow Road interchange with the Bayshore Freeway. The second route is along the existing alignments of Valparaiso and Glenwood Avenues and includes an underpassing of the railroad tracks. It would intersect El Camino Real at grade.

As a local convenience, and to improve access to the downtown and to the Civic Center, Ravenswood Avenue is shown underpassing the railroad tracks. The intersection with El Camino Real would be at grade and would connect with existing Live Oak Avenue. In connection with this improvement, Curtis Street should be extended southeasterly to Live Oak Avenue.

Priority of Improvements

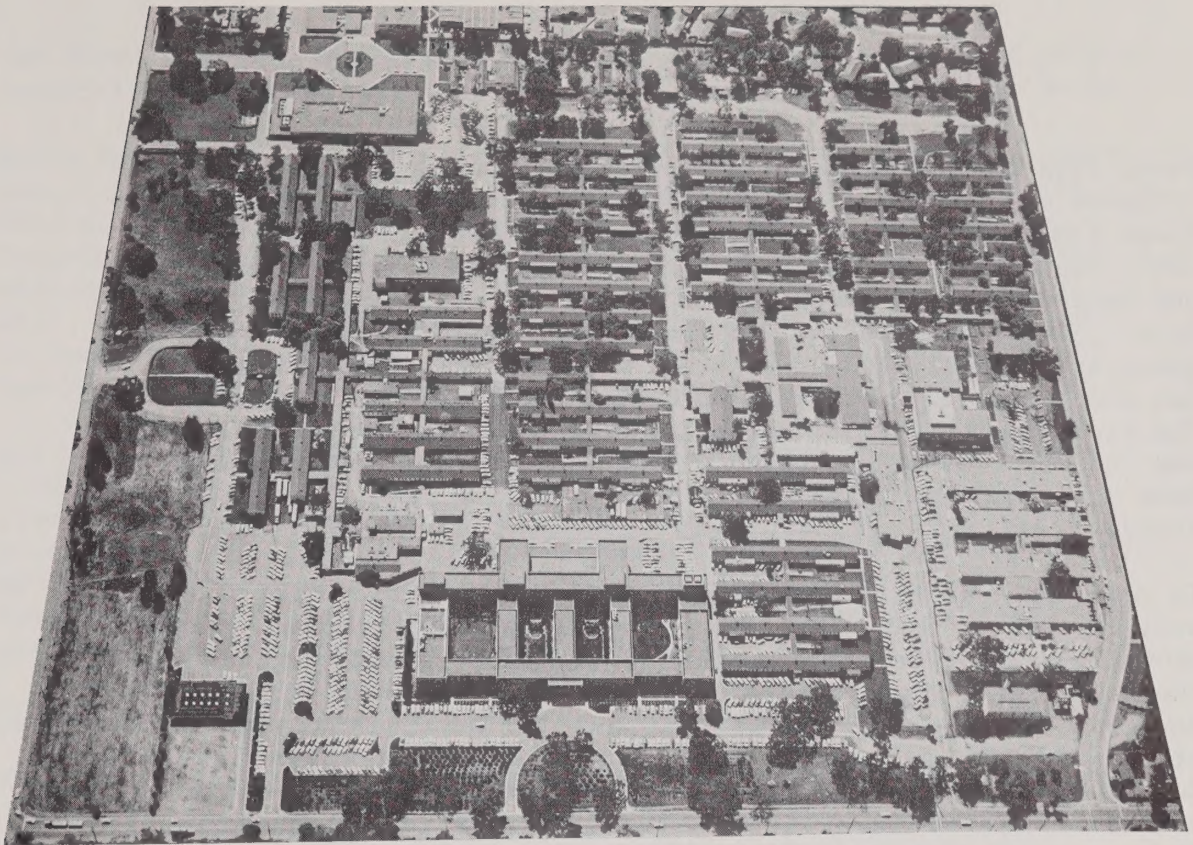
The development of a major street system and improvements of existing intersections are long overdue in Menlo Park. The residents have lived with, and suffered from, the inadequate, dangerous and inconvenient street pattern for many years. Now, when most of the City is fully developed, improvements will be costly to the City, and, inevitably, disruptive to some private property owners. However, the cost and inconvenience will not become less in the future but will increase yearly.

A priority of improvements should be set up immediately and a vigorous street improvement program initiated.

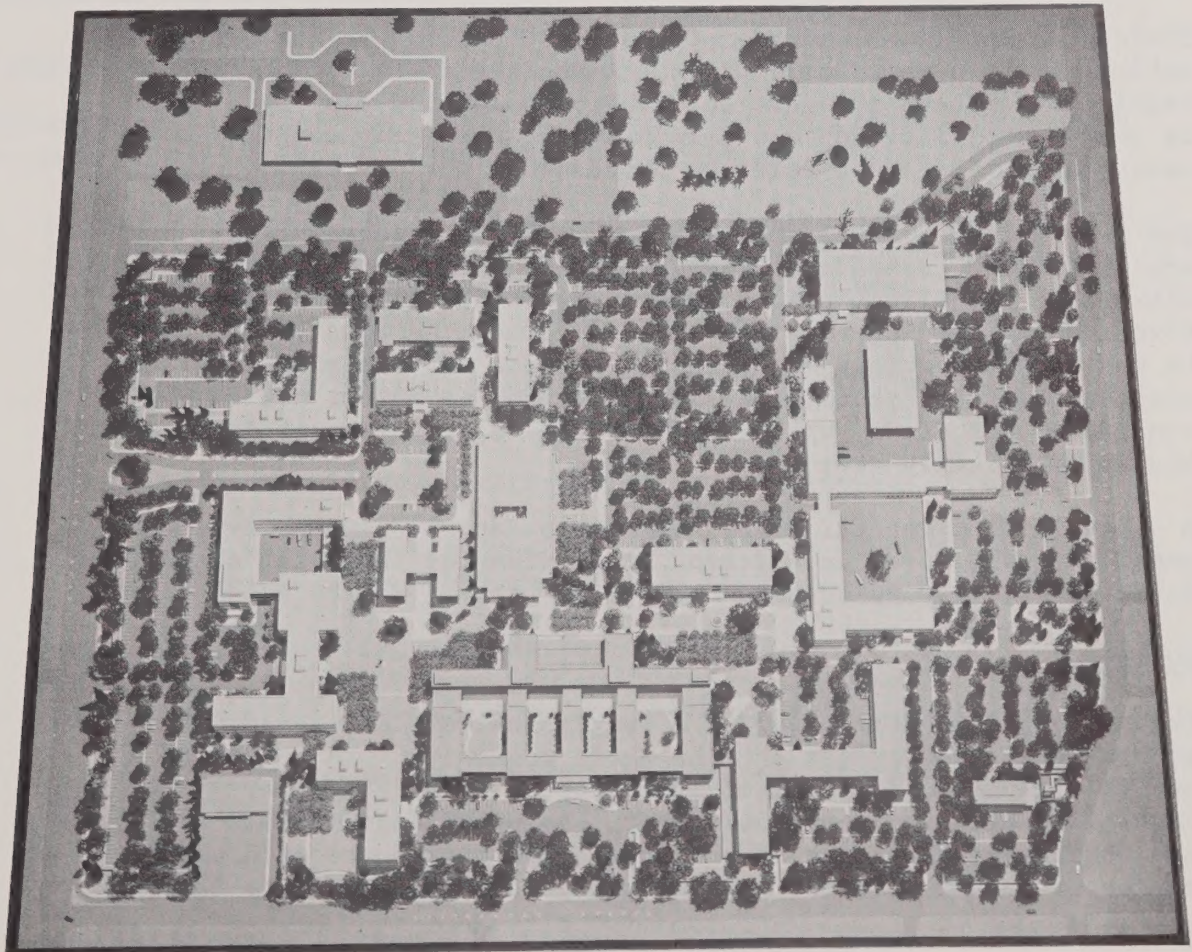
The University Drive realignment at Santa Cruz Avenue should be considered for immediate action. As a local convenience, the Ravenswood underpass and the connection to Live Oak Avenue should have a high improvement priority. This improvement will not, however, provide a long-range solution to Menlo Park's cross-town circulation problems. The Burgess Road extension and underpass connection to Middle Avenue should be given priority for the very near future.

The extension of Alma Street cannot practically be planned until there is a final answer to the alignment and design of the Willow Freeway. As soon as is practicable, however, this extension should be undertaken jointly by the City of Menlo Park and the City of Palo Alto.

The Glenwood Avenue underpass and related improvements and widening of Valparaiso Avenue should have a lower priority. The extension of major streets into the East Palo Alto and Belle Haven areas are also longer-range proposals and should await the completion of the more immediately necessary improvements.



Stanford Research Institute - 1965.



Stanford Research Institute - model of proposed development.

CARRYING OUT THE GENERAL PLAN

Menlo Park has had a planning program for over ten years, and its citizens can be justly proud of their achievements during the years since the first General Plan was prepared in 1952. During 1964 and 1965, Menlo Park has devoted a great deal of effort to developing a new General Plan to guide the future growth and development of the City. Almost one hundred citizens served on study committees which considered all aspects of growth. A large part of the community has carefully followed the progress of the Plan development by attending presentations, discussions and hearings. The Planning Commission and the City Council, working with the City staff and the Consultants, have discussed and weighed each element of the Plan throughout the study.

In order to make this long, cooperative effort meaningful, the Plan must be used. It should logically and persuasively answer questions about the City's future for citizens, developers and investors. If the City itself gives evidence of respecting the Plan in its own development activities, it will be accepted by investors and developers as their guide for planning improvements. Each decision made in accordance with the principles and policies of the Plan becomes an additional reason for making the next decision in the same direction. Thus, a major function of the Plan is to serve as a source of public information and education.

There are also legal and administrative tools to aid the City in achieving its planned objectives. Among these are zoning, the regulation of land subdivision, publicly assisted programs, such as urban rehabilitation and open space acquisition, capital improvement programming and a referral procedure.

The strength of each of these procedures, educational, legal, or administrative, depends on recognition by citizens and officials alike that the Plan, in fact, does present the most desirable pattern for the future. A Plan, therefore, must be able to be adapted to changing conditions and changing desires and aspirations of the citizens over the years. Any General Plan, no matter how carefully considered and drawn, will soon be out of date unless it is regularly and systematically reviewed.

A sound initial General Plan, kept up-to-date by regular review and amendment, will provide a strong foundation for the legal and administrative procedures outlined below.

ZONING

The Menlo Park General Plan is a comprehensive, long-range and general policy statement for the whole community. In contrast, a zoning ordinance is specific, immediate and limited primarily to control of private land development. By providing controls over land use, heights and volumes of buildings, and open space on a site, the zoning ordinance is the single most important tool used to carry out

the Plan. It must insure high standards of development without unduly restricting private initiative or causing excessive development costs.

Menlo Park has had a zoning ordinance for many years, and it is clear that it has been effective in carrying out many of the goals of the 1952 General Plan. However, in recent years, the scope of zoning legislation has been widened to include many phases of community development previously regarded as beyond the police power. As a result, zoning ordinances have become more complete and effective, and in some respects (such as in procedures for mixed dwelling types and uses) they have become more flexible.

While Menlo Park's existing ordinance has attempted to allow some flexibility by the use of its X districts and R4-C district, its provisions limiting height of structure are very rigid. It has not incorporated all the latest tools necessary for optimum development of Menlo Park. In order to carry out many of the provisions of the General Plan and to reflect current residential trends and building practices, the ordinance will need to be rewritten.

SUBDIVISION CONTROL

While the greater part of Menlo Park is already subdivided, good regulations to control new areas and resubdivisions in older parts of the City are needed. The existing subdivision ordinance lacks the detailed regulations of modern ordinances and offers scant protection to the City. An entirely new ordinance is needed.

Subdivision Design Standards

Following are some of the more important design standards which should be incorporated in a new subdivision ordinance for Menlo Park:

1. Access to major arterials, such as the proposed Alameda de las Pulgas, should be limited to specified intervals such as one quarter of a mile; if new subdivisions abut such arterials, frontage roads or backup lots should be required; collector streets should be provided to give access to and from major streets and arterials; widths of all streets should be specified.
2. Street trees should be required in all subdivisions.
3. Extra depth should be required for lots backing on thoroughfares, playgrounds, parks, schools, and shopping centers.
4. Extra width should be required for corner lots.
5. Underground utilities should be required for all subdivisions.
6. Design standards should be established for industrial and commercial subdivisions.

Subdivision Conference

It is desirable to require that the developer confer with the Planning Director, the City Engineer, and a member of the Planning Commission, prior to filing a Tentative Map. This procedure is usually beneficial to the subdivider, as well as the Planning Commission, since many problems can be solved before the subdivider has gone to the expense of preparing a Tentative Map.

CAPITAL IMPROVEMENT PROGRAM

Menlo Park has reached a stage of mature development where most of its major public facilities and capital improvements are completed. School construction, for instance, has reached the point where no new sites will be necessary within the present corporate limits, and the need for only one new elementary site is projected in the entire planning area. Menlo Park, however, will make some major capital investments in the next few years, and these improvements will be costly. This is particularly apparent when street extensions and improvements, which are Menlo Park's most pressing need, are contemplated. In addition, the City contemplates major investments in administrative offices and other buildings. In order to coordinate these and other needed programs, the City should develop a Capital Improvement Program. Such a program is outlined below:

Purpose of Capital Improvement Program

The major purpose of capital improvement programming is to obtain an orderly scheduling and assignment of priorities for the capital investments which Menlo Park will undertake, in any case, within the next few years. Most communities project the capital improvement program for six years. The first year of the program becomes the current year's capital budget. Capital improvement programming coordinates public projects and is a powerful tool for carrying out the General Plan. It closes the gap between fiscal and physical planning. Among the specific advantages of the capital improvement program are the following:

1. It requires an annual review of community needs and an estimate of resources available to satisfy them, with the General Plan serving as a guide.
2. It provides a forecast of long-term demands on the City's tax revenues and borrowing power.
3. It can result in a more stable tax rate.
4. It can facilitate efficient use of municipal manpower and equipment both in the planning and construction stages of projects.
5. It can make possible the purchase of public sites at substantially lower cost in advance of subdivision or improvement.

6. It can afford an opportunity for private investors, public utilities, business and industry to coordinate their development programs with those of the City.
7. It can protect the City Council from the pressure of special interest groups, and insure that public facilities are provided where needs are greatest and justification is strongest.
8. It can permit the City to secure the maximum value from its capital investments; e. g., allow the use of City capital investments to match federal and state funds for urban renewal, open space, and other programs.

Method of Preparing Program

There is no one accepted method of preparing a capital improvement program, but most of the programs in operation in U. S. cities have the following general characteristics:

1. Each operating department prepares a list of capital expenditures anticipated within the next six years. Projects are listed in order of priority. Projects requested for the ensuing year are identified as the current capital budget request.
2. A form is prepared for each listed project giving information as to justification, service area, construction or acquisition cost, source of funds if known, additional operating costs or savings, etc. The greatest detail is required for those projects to be included in the current capital budget request.
3. The six-year capital improvement program of each department is submitted to the City Planning Department for review by the planning staff and commission. The planning staff and commission review each project in relation to the following factors:
 - a. Is the project properly located as determined by the land use recommendations in the General Plan?
 - b. Is the project of the proper size within the life of the improvement to serve the number of people, volume of traffic or other requirements projected for its service area by the General Plan?
 - c. Can the proposed improvement be combined with a project of another department in such a way as to result in construction or operating economies or improved community service?
 - d. Will the project conflict with a project of another department in such a way as to impair the efficiency of either?
 - e. Are the operating or access requirements of the project such that it will require the provisions or extension of services by another department beyond those now available?

- f. Are there any peculiar characteristics of size, shape or operation of the project which require special treatment in either location or design in order that the project may fit smoothly into its environment?

In connection with this review, the planning staff meets one or more times with each of the operating departments in an effort to arrive at a mutually agreed upon program and avoid basic conflicts. Where conflicts are unavoidable, however, the operating department should be given an opportunity to present its arguments directly to the City Administrator at the time the Planning Commission's report (see 4. below) is submitted.

4. The Planning Commission and staff prepare a report for the City Administrator and City Council setting forth the result of their review, recommending approval, disapproval or modification of each project and giving their reasons therefor based on the proposals, principles and standards in the General Plan. The Planning Commission may also point out areas of the City, or types of public improvements, which in their opinion are omitted or improperly represented in the total program.
5. The City Administrator will then prepare the current capital budget and a capital program for the ensuing five years based on the report of the Planning Commission and on the fiscal capabilities of the City, the fiscal policy of the City Council, and the City Administrator's fiscal program.
6. The City Administrator's budget and program are next transmitted to the City Council together with the Planning Commission's report and any dissenting reports of operating departments. In this way, the Council is presented with all of the data necessary to enable it to make a decision on the capital budget and six-year program. The Council, of course, has the final responsibility for the number and priority of the items listed in the current budget and the six-year program.

As the capital improvement process becomes established, a continuity is developed under which the Council, the operating departments and the citizens of the City are encouraged to look ahead and plan for meeting the long-term needs of the community. Each year new projects are added to the top of the list to replace those which are accomplished and removed from the bottom. Priorities are re-examined each year, where necessary, individual projects are advanced or retarded on the list.

The procedure described above may be considered to be typical for the average city. In any particular city the exact procedure will vary according to local custom and desire. Any program for Menlo Park should be initiated with sufficient flexibility to allow the procedures to develop in the way that seems most natural to the city. As capital improvement programming begins to be better understood by citizens, department heads, Planning Commission, City Administrator and Council, the benefits listed above begin to multiply.

The Menlo Park General Plan shows many of the major capital improvements of city-wide significance anticipated to be needed by 1990. Public facilities for which the City is or may be responsible such as thoroughfares, recreation facilities, the Civic Center, fire stations, and sewer systems, will have to be coordinated with district and private utility functions, such as schools and utility lines.

Engineering and precise planning studies are necessary to establish the costs of the projects proposed in the General Plan. Federal loan assistance is available for the more detailed planning of certain municipal projects such as storm and sanitary sewer improvements, the Civic Center, and new thoroughfare alignments.

Projects Recommended for Capital Improvement Consideration

A preliminary analysis should be made by the City to evaluate capital improvements proposed in the General Plan and indicate those projects which will need detailed planning and cost estimating in the near future. The following list of projects does not attempt to establish priority but includes those which are believed to be the most important to Menlo Park:

1. Street improvements as listed in the traffic section.
2. Acquisition of additional recreational land in Belle Haven.
3. Acquisition of park and golf course lands adjacent to the proposed Ladera Reservoir, and around Searsville Lake.
4. New City Hall and Council chambers.
5. Acquisition of a new corporation yard site.
6. Library expansion.

REFERRAL

In the course of their work, the various departments of the City Government have occasion to propose acquisition of land as sites for new public facilities. Such proposals should be reviewed for conformity to the General Plan and to avoid potential conflicts. This referral procedure is prescribed in the State Planning Act to ensure responsible review for the above stated reasons. It is most helpful if all agencies, including school boards and special districts, participate in this procedure.

When proposals are not in accord with the Plan, or conflicts arise between the proposals of departments, the staff refers the matter to the Planning Commission for policy recommendation. Sometimes the department's plans can be modified and sometimes the General Plan will need to be amended to take change in public needs into account.

An effective referral procedure then, will provide a clearing house for all City Departments' and other public agencies' plans, and insure that public improvements proceed according to the City's adopted Plan.

STATE AND FEDERAL ASSISTANCE PROGRAMS

Menlo Park does not have extensive areas of deterioration which appear to warrant any of the federal aid programs for rehabilitation or redevelopment which are available to cities at the present time. However, there are other programs which could well benefit the City of Menlo Park. Some of these which might be used by the City now or in the future are described below:

1. Open Space Land Program. This is a program to assist public bodies to acquire open space which has recreation, scenic, conservation or historic value. Federal grants to the public body cannot exceed twenty per cent of the cost of the land or thirty per cent, if the land so acquired has a regional significance as to its potential and planned use.
2. Advances for Public Works Planning. The Community Facilities Administration of the Housing and Home Finance Agency can make advances to communities for preliminary public facilities planning. Advances are available for studies, including engineering drawings for construction bids, which will allow the City to submit a realistic bond issue to the public. If the bond issue is passed and construction commences, the advance must be repaid. If only a portion of the construction is actually undertaken, the amount to be repaid is pro-rated.
3. Public Facility Loans. The Community Facilities Administration can make long-term loans to communities of under 50,000 people for the construction of public facilities, when private investors are unable to make reasonable loans.
4. The State Grade Separation Fund. This fund has been provided to aid Cities and Counties in the elimination of railroad grade crossings. Priorities are established by the Public Utilities Commission and the Fund contributes 50 per cent of the City's share of the cost of approved projects.

Other programs may be available in the future, and Menlo Park should not neglect to investigate any programs offered in the light of its ever-changing needs.

ANNEXATION PROGRAM

In order to insure a high standard of development, a high level of urban services, and effective coordination of development activities in the entire Planning Area, a vigorous annexation program is recommended. A program of persuasion and education to encourage the unincorporated islands and wedges to become a part of Menlo Park will be necessary. These areas, which are physically part of Menlo Park,

have no role in City Government at the present time. By annexation to the City, they could assume a responsible part in government--to their benefit as well as to the City's benefit. Annexation of residential East Palo Alto should be seriously considered in the immediate future. Annexation of this area is discussed in detail in the section of this report concerning East Palo Alto.

FUTURE PLANNING PROGRAMS

An effective continuing planning program will require further studies. The following programs are recommended:

1. Detailed traffic analysis and thoroughfare study, including precise planning of all thoroughfares recommended for improvement and all new thoroughfares. (The first part of this recommendation is being undertaken already.)
2. Complete revision of zoning and subdivision ordinances.
3. Annexation feasibility study of East Palo Alto.
4. Detailed development study of the downtown area.

APPENDIX A

CITIZENS ADVISORY PLANNING COMMITTEE - George Aljian, General Chairman

<u>Annexation Committee</u>	<u>Community Vitalization Committee</u>	<u>Industrial Committee</u>
John H. Gertridge*	Philip F. Von Ladau*	Joseph M. Roberts*
Fred T. Ballentine	Mrs. James Crooks	David M. Botsford
Ransom Davis	Stewart F. Hutcheon	Thomas Graves
Philip J. Eldredge	Addison Janes	Claude T. Lindsay
Donald E. Heller	E. F. Philbrick	John Skrabo
Calvin M. Jones	Lynn Seaman	David E. Warner
Bob Rose	Raymond M. Smith	
John D. Russell		
Timothy D. Sandis		
<u>Commercial Committee</u>	<u>School Committee</u>	<u>Professional-Administrative Committee</u>
Patrick J. Moran*	Melvin B. Lane*	Charles W. Andrews*
Donald A. Barr	Virginia K. Cary	Albert J. Giannotti
Zedolion Milton	Rowland W. Haegle	Thomas J. Kearney
Sidney W. Smith	Harry Morey, Sr.	Scott McCulloch
Virginia Stegeman	Agnes C. Moseley	Mrs. Peter Milward
Edward J. Sullivan	J. Roy Petersen	
	Joseph Valverde	
<u>Community Design Committee</u>	<u>Transportation Committee</u>	<u>Recreation Committee</u>
Bob Starkweather*	H. Kelly Ogle*	C. Eugene Kerwin*
Marion Deane	John M. Brockman	John R. Chaffet
Doris Farman	David L. Chamberlain, Jr.	Thomas W. Howarth
Herbert Fischgrund	Robert Donati	James F. Jones
F. L. W. MacDonald	Mrs. Herbert Hamerslough	Mrs. Robert McClure
Gerald K. Manning	Mrs. Bernhard Jakobsen	Dr. Gordon Teter
Margaret M. Scaroni		John C. Winterburn
Lucile B. Spurlock		
Gary T. Williams		
<u>Community Facility Committee</u>	<u>Ways and Means Committee</u>	<u>Residential Committee</u>
John C. McCracken*	Thomas L. Tasso*	Gerard Wagstaffe*
Lee Boucher	John H. Barton	Mrs. Fred Achelis
Marjorie Cieciera	Mrs. Thomas Cuff	Robert L. Altick, Jr.
Robert Coate	George T. Duffy	Alec Beckstead
Betty H. DeZur	Tracy Gilbert	Ray G. Betka
W. Dale Lazier	James C. Hoffman	John Dasey
Dr. Norman McFate	Charles C. Horton	Edw. J. Derry
Dr. Martin Packard	Edward A. Swedenborg	Dr. Richard R. Dewey
Leon E. Shiells		Arthur E. Flegel
		Harold E. Garner
		Albert C. Hoover
		Arthur W. Lambert
		William Piercy
		Mrs. Catherine Real
		John E. Richert

* Chairman

ANNEXATION COMMITTEE

The City of Menlo Park should:

1. Initiate a vigorous annexation program based on a thorough investigation of the advantages to the City and to the areas to be annexed
...in order to:
 - a) Extend the southern and western boundary of Menlo Park along the San Mateo County line, including Ladera, to the corporate limits of Portola Valley, Woodside, and the area on both sides of Sand Hill Road including all Stanford land.
 - b) Solidify Menlo Park by joining the Sharon Heights area to the rest of the City by causing the Alameda de las Pulgas wedge to be incorporated within the City.
 - c) Bring within the corporate City all the islands within the present north and south boundaries of the City.
 - d) Effect the annexation of East Palo Alto.
2. Employ a professional public relations or public information agency who can efficiently and effectively disseminate the information to the residents of the areas to be annexed.
3. Immediately upon annexation, implement the program of services offered each newly annexed area so that a solid case history can be referred to in future efforts.
4. Support legislation designed to remove unincorporated islands.

COMMERCIAL COMMITTEE

1. Menlo Park must provide convenient and congenial shopping and service for the residents of Menlo Park and the residents of other communities. The Central Business District is the focal point of the community. Commercial areas are vital to the orderly, progressive development of Menlo Park and the City Government has a strong responsibility for developing and maintaining an attractive commercial environment.
2. The City should make maximum use of Conditional Development and/or Planned Unit Development approaches in commercial areas.
3. The City Government should provide leadership to encourage improvement of existing commercial areas to make them more effective and attractive.
4. The City Government should prohibit degrading of existing commercial areas.

5. The City Government should increase the capacity of public off-street parking areas and require adequate parking for new development.
6. The City Government should use restrictions, site control and architectural control to insure compatibility of commercial areas and buildings with the neighborhood and the Menlo Park community.
7. The City Government should plan to increase the present commercial areas and to develop new commercial areas by:
 - a) Planned, compact expansion of the Central Business District.
 - b) Develop better patterns and parking facilities to make existing neighborhood shopping centers more useful and plan for adequate new neighborhood centers.
8. The City Government should develop and sponsor a plan to improve the appearance of the El Camino Real, Menlo Park's most prominent street, to have it reflect truly the character of the community, by:
 - a) Restricting the types of business permitted to operate along this street and discourage the drift toward a highway commercial area; i.e. Menlo Park now has sufficient gas stations.
 - b) Revising height restrictions to permit and encourage multi-story commercial and professional buildings.
 - c) Promoting a parkway appearance with planting along the sides and in the center.
9. The City Government should actively participate in developing and improving commercial areas by:
 - a) Providing basic capital improvement.
 - b) Contributing a share of the cost for off-street parking.

COMMUNITY DESIGN COMMITTEE

1. Menlo Park should preserve the essential ingredients of its character which are generous amounts of open space and a variety of attractive housing.
2. Encourage uses of land that provide a high ratio of open space to building space.
3. Trees are valuable assets. They should be preserved and protected by ordinance.
4. All new utility lines should be placed underground, and a program of gradual undergrounding of existing lines should be undertaken by the City Government.

5. Architectural control of all new structures other than single-family, including signs, should be implemented by ordinance.
6. Area to park automobiles is becoming increasingly expensive. Joint use of parking by neighboring facilities should be encouraged.
7. The City should encourage cluster-type industrial complexes, sharing common open space and parking areas which could also be used for evening and weekend community recreation facilities.
8. Eastern bay land should be reserved for recreational use until such time as its need for other types of use is clearly demonstrated. Filling of any marsh or bayfront area should be restricted until a Bay Area plan of all governmental areas is approved.
9. Development of western foothill lands, yet to be annexed to the City, should retain the scenic beauty by preserving open space through use of cluster-type single-family, multi-family, professional-administrative development and public parks.
10. A distinctive design for the central business district should be developed, to include such features as pedestrian plazas, landscaping, hanging flower baskets, fountains, statuary, mosaics, and benches. Rear entrances of shops should be made more attractive, to encourage their use from the parking plazas. Sunset Magazine, as well as other professional designers, should be asked to assist in planning the design. Traffic should be channeled around the business district.

COMMUNITY FACILITY COMMITTEE

1. A City Administration Building and Council Chambers should be constructed to replace existing temporary World War II structures.
2. The present twenty-six acre Civic Center site is well situated; however, its accessibility from west of El Camino Real should be improved.
3. Existing facilities and those planned for future development are efficient and well designed; however, the Library should be expanded.
4. Efforts should continue toward the acquisition of additional downtown off-street parking. A study should be made on the feasibility of multi-level parking. Continue efforts to solve the intra-city bus transportation problem.
5. Consider concepts of zoning which will locate multi-story buildings in areas which will minimize the need for automobiles and in areas with good access to freeways or rapid transit.
6. Wherever possible, require dedication of land for public plazas and gardens in connection with high density construction.

7. The General Plan should include tentative land use plans for large areas now held by institutions, such as the Catholic Seminary on Middlefield Road and the Veterans' Administrative facilities on Willow Road, which may eventually relocate in other areas.
8. Work yards of the City and the Sanitary District should be relocated in an area suitable for the activity and combined, if possible.
9. The City should study the feasibility of assuming jurisdiction of municipal functions such as water, sanitary service and fire protection, now operated by special districts.
10. Consideration should be given to locating specialized public facilities in the downtown areas.
11. Additional community facilities should be provided in Kelly Park.
12. There is no need, in the foreseeable future, for a general hospital facility.
13. Limited Civic Center space should be restricted to recreational and administrative uses.

COMMUNITY VITALIZATION COMMITTEE

1. Physical development of the City can be improved by:
 - a) Cluster development in selected areas.
 - b) High-rise, with large public open spaces, in selected areas.
 - c) Strict control of site development and building placement; variable setbacks, lower land coverage.
2. Attack the problem of lesser standards in unincorporated fringe areas.
 - a) Active annexation programs.
 - b) Attempt to raise standards.
3. Provide greater community identity.
 - a) Support neighborhood associations.
 - b) Sponsor special "downtown" events.
 - c) Identify and preserve historical landmarks.
 - d) Promote City's oak tree symbol.
4. Protect and enhance landscaping.
 - a) Protect existing trees.

- b) Establish municipal nursery.
 - c) Assist private landscaping.
 - d) Prepare and adopt landscaping master plan.
5. Promote culture and useful open space.
- a) Create imaginative public areas with sculpture, aviaries, miniature zoos, concerts, exhibits.
 - b) Have planned acquisition of open space.
6. Utilize bay lands for marina and stocked fishing areas.
7. Improve downtown area.
- a) Convert El Camino Real to a parkway.
 - b) Establish rest areas and pavilions.

SCHOOL COMMITTEE

1. Because of the authority held by schools, under law, to plan future school locations and construction without consultation with the City, it is extremely important that there be closer planning liaison and cooperation between the several school boards and the City of Menlo Park. Responsibility for establishing and maintaining liaison with school boards should rest with the City's Planning Department.
2. Working with the City, public school boards should plan the location of future schools so the schools are basically centered in residential areas they will serve.
3. Elementary public schools should be located within walking distance of fourth grade students.
4. Private schools of the trade, vocational, and commercial type, operated for profit, must be located in commercial or professional zones.
5. Nursery schools and so-called "cultural" schools, operated for profit or as non-profit schools, may be located in residential areas but only after a public hearing. There should be stringent lot area, setbacks and parking requirements. Location should be restricted to streets with adequate traffic capacity.
6. The same principles shall apply when replacing existing schools in developed areas as those stated herein for new schools.
7. The City should continue its program with school districts of joint use and support of school facilities as the most efficient and least costly method of providing additional recreational facilities for Menlo Park citizens.

8. In the recreational area, there should be continued cooperation with school playground facilities being made available for public use and continued provision that the City's recreation department will provide personnel for after school and summer recreation programs.
9. The City should continue to share financial support for operating and maintaining certain adjacent city-school playground-recreational areas.
10. Because city-owned facilities are inadequate to provide neighborhood meeting rooms for all groups needing such facilities, arrangements should be continued with schools for such public use.
11. It is possible that unification of schools in the Menlo Park area could help in future school planning and liaison between schools and the City. But until a unification decision has been reached, it is inadvisable to conjecture, to predict, or to plan the effects of such unification.

TRANSPORTATION COMMITTEE

1. Reduce auto-pedestrian conflict by installing walkways, with all-weather surface, on all arterials and collector streets.
2. Consideration should be given to a network of bicycle paths throughout the City.
3. Consideration should be given to a Pedestrian Mall as well as other modern methods of providing uninhibited pedestrian movement in the downtown area.
4. Provide a unified traffic network between all areas of the City.
 - a) Construct a grade separation at El Camino Real and the S. P. railroad tracks designed to include pedestrian and bicycle service.
 - b) Align important off-set intersections.
 - c) Relieve congested intersections.
5. Promote staggered starting and quitting times in employment areas to relieve peak hour congestion.
6. Establish exclusive loading areas in the rear or side of commercial property.
7. Require that streets in unincorporated areas meet City standards subsequent to annexation.
8. Encourage vertical curbs and gutters on all streets to control parking and water run-off.

9. Establish wider streets and a one-way network where necessary to remove through traffic from local streets.
10. Prohibit on-street parking on streets too narrow to accommodate two-way traffic plus parking.
11. Designate a reasonable system of truck routes.
12. Prevent heavy traffic through residential neighborhoods.
13. Improve regional through traffic facilities; e. g.: The Alameda, El Camino Real, Ravenswood-Ringwood, Middlefield and Willow Road.
14. Consider an arterial parallel to El Camino Real; i.e. Alma St. - Garwood Way.
15. Establish realistic speed limits on major arterials.
16. Provide adequate street lighting and traffic controls for streets and pedestrian ways.
17. Establish storage lanes for turning movements at important intersections.
18. Promote a revision of the proposed Willow-Sand Hill Freeway to expressway standards of four to six lanes.
19. Require high esthetic standards of expressway design including sensitive treatment of structures and landscaping.
20. The City should permanently utilize professional consulting traffic engineers for important traffic problems.
21. Improve access to Bayshore freeway.
22. Encourage the improvement of S. P. commuter service.
23. Examine the feasibility of local public transportation with help of professional consultants. Consider novel forms such as "elephant trains," and on-call jitney service.
24. Complete subsidy of local transportation is not recommended.
25. Provide a rapid transit station in the Menlo-Atherton area.
26. Encourage development of a rapid transit system between San Jose and San Francisco.

WAYS AND MEANS COMMITTEE

1. Review General Plan annually by staff, periodically by Citizens' Committee.
2. Conduct frequent comprehensive review of zoning and subdivision ordinances to include acceptable modern concepts of planning.

3. Improve public awareness of City codes and ordinances.
4. Encourage urban renewal on the local level.
 - a) Promote neighborhood conservation and rehabilitation programs.
 - b) Establish realistic policy for amortization of non-conforming uses.
5. Establish Capital Improvement Program.
 - a) Prepare long-range Improvement Plan.
 - b) Utilize planned budgeting of improvements.
 1. Use general obligation bonds for large outlay for needed facilities.
 2. Investigate Lease-Purchase programs.

INDUSTRIAL COMMITTEE

1. Industrial land use should be restricted to a position of secondary importance to the maintenance of Menlo Park as a residential community.
2. All industrial development should be contained in the vicinity of existing industrial development.
3. Any industrial use of the flood plain area should involve a careful study of its alternative use for recreational and residential purposes. It is urged that the General Plan should stipulate recreational and residential uses in order that hasty decisions in the future for a short-term gain may be avoided.
4. New industrial zoning should stipulate the industrial park pattern. Performance standards should be established with regard to undesirable aspects of noise, smell, smoke and appearance.
5. The City of Menlo Park should actively encourage industrial occupancies which will utilize labor of its own citizens.

PROFESSIONAL-ADMINISTRATIVE COMMITTEE

1. Maintain strict development standards.
2. Consider Professional-Administrative uses as effective "buffers" between residential and commercial.
3. Continue to encourage professional-administrative uses as they have been proven to be beneficial to the community; however, the R-4-C zoning district, which combines apartment with professional, has not been effective. The professional should be eliminated.

4. The land presently occupied by St. Patrick's Seminary may be sold; therefore should be planned for appropriate uses.
5. High-rise professional-administrative buildings would not be detrimental to the community if proper precautions are provided. These would include the establishment of zoning requirements that would guarantee a maximum height, sufficient open area, parking and on-site beautification standards.

RECREATION COMMITTEE

Menlo Park, through perceptive planning, progressive action, and economic strength, can maintain its high standards, preserve its attractive environment, and provide quality leisure services and facilities for all its citizens with the following policies:

1. Existing recreation facilities shall be developed on a 5 year plan in accordance with the City's recreation planning principles and recommended standards.
2. Land acquisition for recreation and park use shall be an integral part of any future "open or undeveloped area" annexation to Menlo Park to insure minimum costs and proper location.
3. Immediate plans shall be prepared for the development of the Bay Front Lands to include such things as: golf course, marina, picnicking, trap-skeet and small bore rifle range, model airplane field, go-kart track, and lawn bowling green.
4. The Recreation section of the Menlo Park General Plan should be reviewed and up-dated on a bi-annual basis.

RESIDENTIAL COMMITTEE

1. Menlo Park has been and is primarily a city of homes, and should remain primarily oriented to single-family dwellings.
2. Minimum lot areas for single-family residential uses should remain at 7,000 square feet.
3. The integrity of areas now zoned and developed for single-family residences should be maintained and strengthened by adhering to these policies:
 - a) Single-family areas should be kept separate from multi-family zones and/or mixed uses avoided where adjudged to be detrimental to the existing community.
 - b) The separation between single-family areas and other uses should be aided by considering duplex "buffer" zones and in some cases certain, i.e. professional-administrative, uses, between existing single-family areas and adjoining apartment house or commercial zoning.

- c) Residential Estate zoning should be retained at present standards.
4. The present multi-family zoning should not be expanded until complete development (and in some cases, redevelopment) of such existing zoning has taken place.
 5. Medium and high-rise apartments must have a predetermined maximum height. Such apartments (structures exceeding 35 feet height or 2-1/2 stories) should be permitted only after proof of tenant need for such structures in Menlo Park, and then only near the business district. Open space around such uses should be guaranteed. Density per unit should not exceed the present density in existing multi-family zones.
 6. Architectural control for multi-family structures should be provided, and an improved method of administering architectural control implemented.
 7. The General Plan, as executed by the zoning ordinance, should not be weakened by periodic zoning deviations. The use of the variance device should be sparingly exercised, and only according to its specific terms, i.e. in case of true hardship of an existing, not a new, owner; or to improve the character of the community.
 8. Older residential areas of the City should be encouraged, where necessary, to bring their street lighting up to the standards set by the City for new subdivisions.
 9. The present requirements for off-street parking in residential areas are desirable and should not be reduced.
 10. Neighborhood self-improvement groups, particularly in the Belle Haven area, should be helped organizationally and financially by the City.

APPENDIX B

TABLE 1Employment by Occupation and Industry - 1960

	<u>Menlo Park Planning Area</u>		<u>San Mateo</u>	<u>Urban</u>
	<u>Number</u>	<u>% Total</u>	<u>County</u>	<u>California</u>
			<u>% Total</u>	<u>% Total</u>
TOTAL EMPLOYED	18,754	100.0	100.0	100.0
BY OCCUPATION				
Professional, technical & kindred	4,211	22.4	15.4	14.2
Managers, officials & proprietors	2,055	11.0	12.1	9.7
Clerical and kindred	2,794	14.9	18.4	17.2
Sales	1,615	8.6	10.0	8.1
Craftsmen, foremen & kindred	2,058	11.0	15.2	14.0
Operatives & kindred	1,918	10.2	10.9	15.1
Private household	746	4.0	2.3	2.1
Services	1,769	9.4	7.6	8.4
Laborers, except mine	955	5.1	4.0	5.2
Occupation not reported	633	3.4	4.1	6.0
BY INDUSTRY				
Mining	28	0.1	0.1	0.4
Construction	1,205	6.4	6.6	6.1
Manufacturing durable goods	3,071	16.4	13.7	16.6
Manufacturing non-durable goods	1,078	5.8	9.1	8.7
Transportation, communication & utilities	1,086	5.8	10.3	7.0
Wholesale trade	627	3.3	5.4	4.0
Retail trade	2,343	12.5	14.8	15.3
Business & repair services	620	3.3	3.3	3.6
Personal services	1,446	7.7	5.5	5.7
Hospitals	920	4.9	2.4	2.5
Educational	1,961	10.5	5.4	5.5
Other professional & related <u>1/</u>	1,290	6.9	5.1	4.7
Public administration	903	4.8	5.1	6.2
Other & not reported <u>2/</u>	2,176	11.6	13.2	13.7

Source: United States Census - 1960.

1/ Includes professional and related and welfare, religious and other non-profit workers.2/ Includes entertainment, agriculture, forestry and fishing, finance, real estate and the like, and industry not reported.

APPENDIX B

TABLE 2

Percent of Total Population by Age Group - 1960-1985
Menlo Park Planning Area, San Mateo County,
California 1/ and the United States 2/

Age Group		1960 ^{3/}	1965	1970	1975	1980	1985
0-4	Menlo Park Planning Area	11.1	-	-	-	-	9.0
	San Mateo County	11.4	-	-	-	-	10.0
	California	11.3	10.4	10.0	9.9	9.8	9.7
	United States	11.2	11.3	11.7	12.2	12.5	12.7
5-17	Menlo Park Planning Area	24.1	-	-	-	-	21.0
	San Mateo County	25.0	-	-	-	-	23.0
	California	24.0	25.4	24.8	23.8	23.1	22.9
	United States	24.4	25.3	25.3	25.4	26.0	26.6
18-24	Menlo Park Planning Area	7.9	-	-	-	-	12.0
	San Mateo County	6.7	-	-	-	-	9.0
	California	8.0	9.4	11.1	11.6	11.5	11.0
	United States	9.0	10.3	11.3	11.6	11.4	11.3
25-49	Menlo Park Planning Area	36.7	-	-	-	-	32.0
	San Mateo County	37.0	-	-	-	-	34.0
	California	34.1	32.5	31.7	31.9	32.8	33.3
	United States	32.1	29.7	28.4	27.7	27.9	28.5
50-64	Menlo Park Planning Area	12.4	-	-	-	-	16.0
	San Mateo County	13.2	-	-	-	-	14.0
	California	13.7	13.7	13.8	14.2	14.0	14.0
	United States	14.1	14.1	13.9	13.7	12.8	11.4
65+	Menlo Park Planning Area	7.8	-	-	-	-	10.0
	San Mateo County	6.7	-	-	-	-	10.0
	California	8.9	8.6	8.6	8.6	8.8	9.1
	United States	9.2	9.3	9.4	9.4	9.4	9.5

1/ California Civilian Population, 1963, Table 8, State Department of Finance. Estimates are made on the basis of civilian population rather than total population for the State of California. Minor differences result in per cent by age group between the two population totals.

2/ Population Estimates, Series P-25, No. 251, July 1962, United States Bureau of the Census.

3/ United States Census-1960. (See footnote 1/ for California).

APPENDIX B

TABLE 3

Existing Land Uses in Developed Area

	City of Menlo Park ^{1/}			Pleasant Hill ^{2/}		Chula Vista ^{3/}	
	Acres	% Devel.	Acres/100 People	% Devel.	Acres/100 People	% Devel.	Acres/100 People
Residential	1,405.7	46.7	4.8	55.7	6.07	48.9	4.53
Single-Family	1,213.0	40.3	4.18	54.8	5.97	39.5	3.66
Two-Family	37.8	1.3	0.13	0.3	0.03	2.6	0.24
Multi-Family	154.9	5.1	0.53	0.6	0.07	6.8	0.63
Commercial	214.5	7.2	0.74	3.5	0.38	5.8	0.54
Industrial & Railroads	206.2	6.8	0.71	1.4	0.15	9.7	0.90
Industrial	118.7	3.9	0.41	0.4	0.04	-	-
Railroads	87.5	2.9	0.30	1.0	0.11	-	-
Streets	692.6	23.0	2.39	20.5	2.23	24.5	2.27
Public & Quasi- Public	492.4	16.3	1.70	18.9	2.06	11.1	1.03
Parks & Re- creation	172.1	5.7	0.59	6.6	0.72	1.3	0.12
Public & Quasi- Public	320.3	10.6	1.11	12.3	1.34	9.8	0.91
TOTAL DEVELOPED AREA	3,011.4	100.0		100.0		100.0	

^{1/} City of Menlo Park, 1964, estimated population 29,000.^{2/} Pleasant Hill, California, Planning Area - 1963, estimated population 32,000.^{3/} Chula Vista, California, October 1962, estimated population 46,900.

Existing Land Use (in Acres) by Zoning District - 1964

TABLE 4

	ZONE											ZONE													
TYPE OF USE	R-E	R-E-S	R-1-S	R-1-U	R-2	R-3	R-4	R-4-A	R-4-B	R-4-C	R-L-U	C-1	C-1-A	C-1-B	C-1-C	C-2	C-3	C-4	M	OSC	FP	UNZONED	TOTAL	PERCENTAGE DEVELOPED	
Single-Family	70.6	4.8	451.8	604.3	23.4	30.2	3.8			8.4			8.8	1.2			1.1	2.9	1.7				1,213.0	40.28	
Duplex	.5			4.6	15.6	10.5	2.4	1.1		1.1							.1	1.9					37.8	1.26	
Multiple, Apts., Boarding				.8	1.8	38.8	43.4	20.9	2.6	19.5	.7	20.2	.1		5.3		.1	.7					154.9	5.14	
Hotel & Motel										.8								1.0					1.8	.06	
General Commercial					.2		.1						.4			1.6		13.9	7.9				24.1	.80	
Industrial																			118.7				118.7	3.94	
Retail										.2							9.0	32.6	.3	4.8			46.9	1.56	
Office			3.7					.6		.8		71.0	4.9	29.3	11.8		5.0	4.0					131.1	4.35	
Service Station																		10.6					10.6	.35	
School	11.8		26.9	30.1	.1													1.9					70.8	2.35	
Church	5.9		5.1	2.8	11.1	2.1	.8												.4				28.2	.94	
Park			29.8	21.0		4.2																	55.0	1.83	
Golf Course																				102.7	14.4		117.1	3.89	
Utility			2.8	4.8										2.9				.4	.1	102.3			113.3	3.76	
Public-Semi Public			95.6			.8	1.1			.2								.4	1.8				99.9	3.32	
Parking Lots																	8.1						8.1	.27	
Streets & Alleys																						563.5	563.5	18.71	
State Highways																						129.1	129.1	4.29	
Railroad																						87.5	87.5	2.90	
TOTAL DEVELOPED	88.8	4.8	615.7	668.4	52.2	86.6	51.6	22.6	2.6	31.0	.7	91.2	14.2	30.5	20.0	1.6	23.4	70.3	130.9	209.8		794.5	3,011.4	100.00	
Vacant	13.8		138.9	19.5	1.0	5.2	4.8	53.8		.2		27.3	1.9		31.8	10.6	1.2	8.7	338.2	51.7	79.4	79.6	867.6		
Salt Pond																					1,872.2		1,872.2		
Marsh Land																					769.5		769.5		
Water																					5,545.7		5,545.7		
TOTAL	102.6	4.8	754.6	687.9	53.2	91.8	56.4	76.4	2.6	31.2	.7	118.5	16.1	30.5	51.8	12.2	24.6	79.0	469.1	261.5	8,266.8	874.1	12,066.4		

Source: City Planning Department, Menlo Park.

APPENDIX B

TABLE 5

Taxable Transactions in Thousands of Dollars

		Menlo Park				San Mateo County	
		<u>Retail</u>	<u>Manufactur- ing Groups</u>	<u>Other Outlets</u>	<u>Total Outlets</u>	<u>Per Cent of San Mateo County</u>	<u>Total Outlets</u>
1960	Transactions in Thousands of Dollars	19,935	5,935	850	26,720	4.3	616,874
1961	Transactions in Thousands of Dollars	19,199	5,083	865	25,147	3.9	646,343
	% Increase	-3.7	-14.4	1.8	-5.9		4.8
1962	Transactions in Thousands of Dollars	22,783	6,625	929	30,337	4.2	717,625
	% Increase	18.7	30.3	7.4	20.6		11.0
1963	Transactions in Thousands of Dollars	27,151	11,207	1,278	39,636	5.0	792,731
	% Increase	19.2	69.2	37.6	30.7		10.5
1964	Transactions in Thousands of Dollars	30,170	16,237	1,109	47,516	5.5	859,085
	% Increase	11.1	44.9	-1.3	19.9		8.4

Source: State Board of Equalization.

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